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ABSTRACT

This guide is designed to provide practical information for community leaders, local Workforce Investment Boards, Youth Councils, staff, and others committed to effective youth and workforce development. Its four sections provide technical assistance and training materials for Youth Councils. Chapter 1, "Planning the Menu," defines youth development, outlines the basic concepts of making connections for young people (system building), describes how the Workforce Investment Act 1998 (WIA) can make a difference, and starts a work plan for Youth Councils. Chapter 2, "Youth Councils: Essential Ingredients," addresses the wide range of Youth Council responsibilities, from organization and staffing to strategic planning and accountability. Chapter 3, "Transition to WIA: From Soup to Nuts," addresses resource allocation decision making, follow-up services, the performance system, selecting service providers, and other important administrative decisions. Chapter 4, "Coming Together at the Table," depicts the pathways to comprehensive service delivery that are based on proven principles and practices. The building blocks that are available as the platform for developing a system for young people are described. (YLB)

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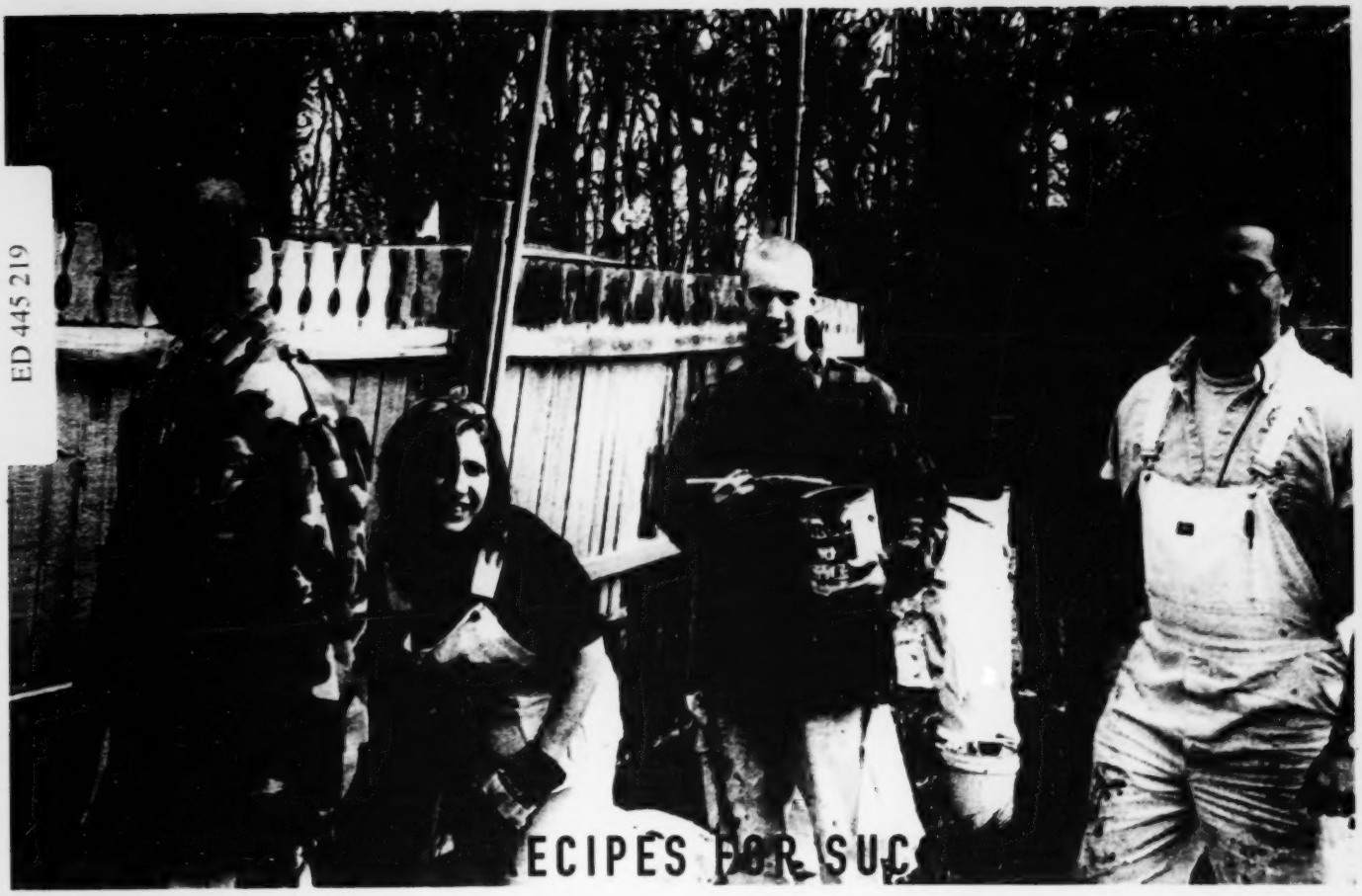

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Youth Council Guide to Creating a Youth Development System Under WIA

TECHNICAL ASSISTANCE AND TRAINING MATERIALS FOR YOUTH COUNCILS

MAY 2000

This document was prepared by the John J. Heldrich Center for Workforce Development, in cooperation with the Sar Levitan Center for Policy Studies at Johns Hopkins University and the National Youth Employment Coalition, under Task Order #K-6826-8-00-80-30 for the United States Department of Labor/Employment and Training Administration/Office of Youth Opportunities.

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INTRODUCTION

As we enter the new millennium, several trends exist that are radically changing the way our nation's young people will participate in the workforce. New technologies have opened up new industries and revolutionized our notion of the workplace. A booming economy has contributed to remarkably low unemployment rates. Today's young people can look forward to unprecedented opportunities, but only if they are prepared. Young people with little sense of direction, who do not obtain the knowledge and skills necessary to enter an increasingly complex workplace, will be left behind. The disparity between skilled and unskilled workers will become particularly dramatic in the next decade, when shifting demographics will increase/intensify competition for jobs.

Those of us charged with helping young people reach their full potential must re-examine the way in which we prepare them for tomorrow's workplace. The Workforce Investment Act of 1998 provides an excellent opportunity to do just that. WIA authorizes over one billion dollars per year to help low income youth acquire the education, skill, work experience and support they will need to make the transition to productive adulthood.

In creating the Youth Councils – a mandated component of the Workforce Investment Boards – WIA provides local communities with the framework for developing comprehensive and effective strategies that ensure such successful transitions. The partnerships represented on the Youth Council bring together a diverse set of stakeholders and resources, partners who can address the needs of young people more effectively that any one partner can do alone. Because the leadership provided by the local Youth Councils will be pivotal in making this initiative work, it is essential that communities compose these Councils with great care.

This guide is designed to provide practical information for community leaders, local Workforce Investment Boards (WIBs), Youth Councils, staff and others that are committed to effective youth and workforce development. It contains four sections and several appended exercises.

Chapter 1: "Planning the Menu" defines youth development, outlines the basic concepts of making connections for young people (system-building), describes how WIA can make a difference and starts a work plan for Youth Councils.

Chapter 2: "Youth Councils: Essential Ingredients" addresses the wide range of Youth Council responsibilities, from organization and staffing to strategic planning and accountability.

Chapter 3: "Transition to WIA: From Soup To Nuts" addresses resource allocation decision making, follow-up services, the per-

formance system, selecting service providers and other important administrative decisions.

Chapter 4: "Coming Together At the Table" depicts the pathways to comprehensive service delivery based on proven principles and practices. The building blocks that are available as the platform for developing a system for young people are described.

Youth Councils offer a leadership opportunity for local communities to bring about change in youth activities and outcomes. If communities take advantage of this opportunity, Youth Councils will be in a strong position to stimulate broad-based change, reward innovation, and improve performance in youth development and youth organizations. Communities will need assistance building effective Youth Councils. This guide will provide communities with the help they need to transform the potential of Youth Councils into measurable results, results that will make a profound difference in the lives of our nation's youth.

1

PLANNING THE MENU

The Workforce Investment Act (WIA) challenges communities to develop a better understanding of how young people grow and mature into responsible adults. In addition, WIA encourages communities to develop a clearer picture of the diverse array of agencies and organizations, public and private, that are critical to that process. The newly created Youth Councils, acting with their Workforce Investment Boards, have both a significant challenge and a unique opportunity. Bringing together new partners and building new relationships of trust and empowerment takes time, commitment and sustained effort. Throughout this guide, every effort is made to assist that process by "de-mystifying" legislative requirements and sharing knowledge about effective principles and practices.

RECIPE FOR SUCCESS

THE YOUTH DEVELOPMENT APPROACH

* **Focus on assets**
* **Communicates high expectations**
* **Provides opportunities for leadership**
* **Encourages a sense of personal identity**

WHAT IS YOUTH DEVELOPMENT AND WHY IS IT IMPORTANT TO UNDERSTAND IT?

Youth development is as much a point of view as a discrete set of activities.

Youth development helps young people move to more mature ways of thinking, feeling, and acting. It is the process by which young people enter adulthood - a highly individual and often difficult journey. All young people have the same basic developmental need for:

- Safety and structure
- Belonging and membership
- Self-worth and an ability to contribute
- Independence and control over their lives
- Several nurturing relationships
- Competence and mastery

Youth development emphasizes that young people are individuals in need of support and opportunities–not a collection of problems that need to be fixed. This approach requires doing more than simply providing services. Youth development has a dual focus on meeting needs and building competencies for adulthood.

In general, a youth development approach:

- Focuses on a young person's assets
- Communicates high expectations
- Provides opportunities for leadership
- Encourages a sense of personal identity
- Broadens a young person's perspective
- Provides safe surroundings
- Connects them with caring adults

It is important to understand these concepts because WIA fuses youth development with more traditional workforce development approaches. The key is integrating these concepts into a **system of effective connections for youth** that will enable them to succeed. These connections are the programs, the staff, and the multiple stakeholders that work with youth. But the challenge is complex. To reach the goals of productive employment, satisfying family life and fulfilling citizenship for all youth requires hard work and dedication.

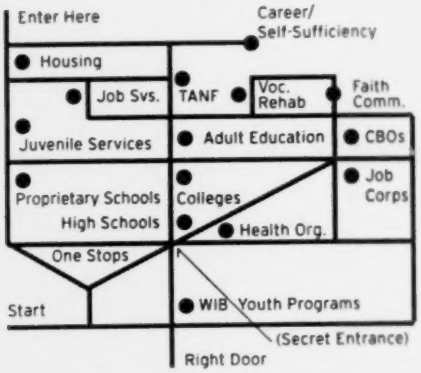
Under WIA, youth employment can no longer be separated from youth development. Simply helping a young person find a job – any job – is no longer enough. Today's youth programs must focus on helping young people develop the skills, knowledge, and competencies required for today's complex workplace. Effective youth programs use work as a tool to develop a broad array of life skills.

MAKING CONNECTIONS: SYSTEM BUILDING

Every community has the basic component parts of a workforce investment delivery system for youth. Unfortunately, this "system" all too often look – to young people and the service providers – like little more than a collection of unrelated programs and services. In many respects, it appears to be the service maze shown in the graphic. But what should it look like? Surely it is more than just linking the key service providers into some sort of electronic information sharing network. A system of connections that creates an effective youth service delivery system has several, distinct characteristics.

A unified vision with specific plan(s) for operations that are in sync with the vision;

THE YOUTH SERVICE MAZE



- An integrated mechanism for ou reach and intake which is able to engage youth;
- An integrated mechanism for working with young people to clarify goals and service needs as well as the providers (Individual Service Strategy);
- Coordinated access to education, workforce, and support services that are specifically "locked-in" for targeted youth;
- A follow-up capacity;
- Information sharing;
- An integrated and effective case management capacity;
- An accountability system;

C. HOW WIA CAN MAKE A DIFFERENCE.

With its mandated requirements to form interdisciplinary Youth Councils and to develop one comprehensive plan for youth services, WIA presents a unique opportunity to change the way workforce investment programs (and other youth development programs as well) are organized and operated to serve youth. WIA offers local areas the chance to look at how both in-school and out-of-school youth services are blended and deployed. It provides the framework that local areas can build on to realign, enhance, and improve youth services so that they are more closely coordinated, better utilized and more effective, the result will be the type of youth development system characterized above.

Under WIA, local Workforce Investment Boards and their designated Youth Councils bring together a team of players. This team can - if it is appropriately empowered - work to effectively structure major resource streams and services to address youth issues. WIA and Youth Councils offer an opportunity to solve the "Youth Service Maze" shown above and assemble service delivery into a more rational system that "Connects the Dots" as shown on the second graphic.

RECIPE FOR SUCCESS

CHARACTERISTICS OF A SYSTEM

* **Shared Vision**
* **Coordinated Outreach & Intake**
* **Service Strategy Development**
* **Locked-in Services**
* **Follow-up**

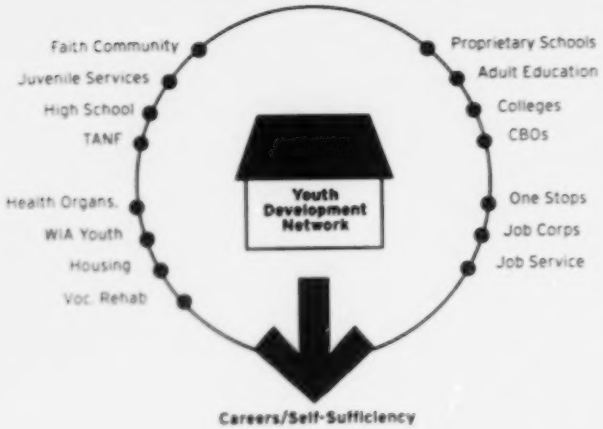
In the final analysis, it is a local decision as to how to use WIA to make a real difference in each community. The sections that follow provide ideas and suggestions that local areas may find helpful on how to use WIA to further create a more effective set of services and service connections that meet the needs of young people, employers and the community.

D. WIA CORE THEMES AND PROGRAM ELEMENTS

We have learned from the past that there is no "magic bullet" approach to successful youth development. Experience has taught us that a holistic approach to youth development is critical for success, an approach that focuses on assets as well as barriers. This approach incorporates the four WIA key themes for successful youth workforce development. These themes reflect what has been learned about youth development approaches described at the beginning of this guide. They also reflect what has been learned from research about the positive connection between education and earnings, and the powerful effect caring adults committed to building our future leaders have on youth programs.

There is no pre-packaged recipe for a successful youth program, only a list of these valued ingredients. Each community will blend the elements outlined above according to the needs of their youth and the vision for success.

CONNECTING THE DOTS



RECIPE FOR SUCCESS

WIA: KEY YOUTH THEMES

PREPARATION FOR AND SUCCESS IN EMPLOYMENT

1. Summer employment opportunities linked to academic and occupational learning
2. Paid and unpaid work experiences
3. Occupational skill training

IMPROVING EDUCATIONAL ACHIEVEMENT

4. Tutoring, study skills training, and instruction, leading to completion of secondary school including dropout prevention strategies
5. Alternative secondary school services

SUPPORT FOR YOUTH

6. Supportive services
7. Adult mentoring
8. Follow-up services
9. Comprehensive guidance and counseling

SERVICES TO DEVELOP THE POTENTIAL OF YOUTH AS CITIZENS AND LEADERS

10. Leadership development opportunities

E. WHAT IS REALLY DIFFERENT?

A look at key differences in WIA and previous workforce legislation – Job Training Partnership Act – provides some useful insights.

Issue	Key WIA Provisions	JTPA
Funding	A single, integrated funding stream for all youth programs; total amount of funds to states about the same as JTPA	Two funding streams - year-round (IIC) (~13% of funds) and summer (IIB) (~87% of funds)
Target Populations	Ages 14-21; low income; meet at least 1 of 6 specified barriers to employment; 5% "window" for non-low-income; at least 30% of funds must be spent on out-of-school youth	Ages 14-21; 90% must be low-income; 65% "hard-to-serve"
Summer Jobs	Summer work experience required program element, but WIBs/Youth Councils determine size of summer program, which must be part of a year-round program with connections to academic and occupational learning	Major program; required
Services	Requires: assessment, development of individual service strategy, preparation for employment or post-secondary education; linkages between academic and occupational learning; effective connections to employers. All local areas must make available the 10 Program Elements.	Required: assessment, development of individual service strategy, training in basic, occupational and work maturity skills, work experience, supportive services Allowed: an array of training and related services
Accountability	Different measures for different ages; negotiated performance levels. For 19-21 year olds: placement, retention, earnings, skill attainment. For 14-18 year-olds: basic skills attainment, high school diplomas or GEDs, placement and retention in post-secondary education, advanced training or employment	Performance standards for year-round youth programs established by the Secretary of Labor. Performance expectations for local areas adjusted using formal adjustment methodology. Summer program exempt from performance standards.
Governance/Local	Workforce Investment Boards (WIBs), in partnership with local elected officials, responsible for planning and oversight. Youth Council must be established as subgroup of WIB. Youth Council develops local plan, recommends providers of youth services, coordinates youth activities.	Administered by Private Industry Councils (PICs) in partnership with local elected officials.

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These changes highlight two features that offer local communities the opportunity for producing the kind of changes needed to improve services for youth:

1. The mandated Youth Council that can provide a mechanism for leadership, advocacy for youth issues and an enhanced focus on youth workforce development.

2. The requirement to provide a comprehensive and sustained year-round program for youth development.

RECIPE FOR SUCCESS

CHANGE OPPORTUNITIES IN WIA

* **Mandated Youth Councils for leadership**
* **The mandate for comprehensive and sustained programs**

But these are only **opportunities.** As will be described in later sections of this guide, these opportunities will require hard work and team building in order to be maximized.

2

YOUTH COUNCIL INGREDIENTS

A. YOUTH COUNCILS

Youth Councils will make a difference in the lives of our young people. They will be the architects for building (or enhancing) comprehensive and effective youth service delivery systems. The Youth Council will play a major role in implementing quality programs and bringing business, parents, participants and stakeholders together to solve problems.

Most communities are on the way to building a Youth Council that focuses on all of the critical WIA transition issues. For those still in the process of forming these Councils, there are several excellent resources that are available to assist local WIBs and local elected officials with this important undertaking. Three that can be readily accessed are:

- *WIA Youth Policy Councils*, from the Levitan Center at Johns Hopkins University, July 1999 (www.Levitan.org);
- *Youth Council Toolkit*, from the New York Association of Training and Employment Professionals, September 1999 (www.nyatep.org).
- *Youth Can Work! Chartering Youth Councils Under the Workforce Investment Act*, from the John J. Heldrich Center, Rutgers University, October 1999 (www.heldrich.rutgers.edu).

While we will not reiterate the information contained in these publications, we do want to emphasize how important it is to assemble the best team for your Youth Council. This is the Youth Council that will enable your community to maximize existing services to youth and to seek additional resources to fill gaps in services. While it is important to appoint the right people to the Youth Council, it is equally important (and often more challenging) to keep them there. As with any volunteer organization, Youth Council members will stay involved only if they feel they are accomplishing something. Here are some useful tips.

- Take the time to understand what brings each member to the Council.
- Ask each member to describe his/her strengths and areas of interest.

- Avoid overloading members with unnecessary paperwork and information.
- Allow members to work on the issues that are important to them.
- Listen to what members have to say and integrate their ideas into the youth plan.
- Encourage members to stay open to new ideas.
- Listen, Listen, Listen

To help local communities assess the strength of their team, a Youth Council membership **Self Assessment Checklist** has been developed. (See Attachment A). Look at the membership categories required by the law and then review the organizations that can potentially be linked to that category. The form in Attachment A allows you to check off whether your Youth Council includes the "right" organization or person.

B. RELATIONSHIPS WITH EXISTING YOUTH GROUPS

The Youth Council's success will depend on building relationships. Many groups may already exist in the community that have been focusing on various aspects of youth development. After all, the Youth Council is the new kid on the block. It is critical that the Council acknowledges the work of these other groups and engages them in the work of developing a comprehensive youth service system. It just makes good sense to build on existing expertise and interest.

It may be appropriate for the WIB to look to an existing youth planning group as the core building block for the Youth Council. If there is an existing youth planning group that *shares the WIB's vision and has a foundation of members similar to a Youth Council membership,* there is no legal reason why the WIB cannot ask the existing group to take on this responsibility. For example, in many communities the existing School-to-Work partnerships may already include many of the required Youth Council members. Furthermore, S-t-W partnerships in many areas have been engaged in occupational and academic strategies to assist youth for the past several years and have developed relationships with employers that could be a valuable asset for the emerging youth development system. Local areas need to take advantage of the work already accomplished. However it is important, if building onto an existing group, to make sure that the groups' focus take on new energy and an expanded vision for this new challenge.

RECIPE FOR SUCCESS

KEEPING MEMBERS INVOLVED

* **Understand what brings each member to the Council**
* **Learn about areas of interest**
* **Avoid overloading members**
* **Make the work interesting**
* **Listen to what members have to say**
* **Encourage members to stay open to new ideas.**

WHAT'S A YOUTH COUNCIL TO DO?

Item	Done
Creating a Shared Vision	○
Data and Information for Decision Making	○
Community Resource Mapping and Identifying Gaps	○
Creating a Strategic Plan	○
Oversight and Monitoring/Accountability	○
Council Organization	○
Staff Support	○
Council Orientation	○

What does the Youth Council actually do? Of course it has all of the WIA transition and WIA program development issues to deal with. The next section of this guide addresses them. But if your Youth Council is going to look beyond WIA – and with the blessing of the WIB, it must in order to become a real youth policy leadership group – it needs to take the time to develop what we like to call the "Big Picture."

Typically, the demands of annual program planning and operations leave little time for staff and advisors to think about the bigger picture of planning and building a comprehensive youth service system. The Youth Council provides an opportunity for key stakeholders in the community to step back from the pressures of day-to-day operations and consider the steps needed to accomplish that. Communities may vary the order in which they address the following steps. Some may want to collect data before creating their vision. Others may feel they have enough general knowledge about their communities to start "visioning" up front.

RECIPE FOR SUCCESS

CREATING THE BIG PICTURE

* **Creating a shared vision;**
* **Collecting and using data and information;**
* **Mapping and assessing the resources and identifying the gaps; and**
* **Creating a youth system strategic plan**
* **Oversight and Monitoring – Accountability.**

Drawing the Big Picture involves a number of basic ingredients that are discussed in more detail below.

1. CREATING A SHARED VISION

One of the first unifying tasks that a Youth Council must undertake is the development of a shared vision. While there can be no cookie cutter model for drafting a vision statement, that reflects the community's needs and values, there are several approaches to consider. The traditional vision statement provides a short description of what the system or organization hopes to accomplish, and why it's worth the effort.

Youth Councils may want to consider a vision statement that responds to two basic questions:

- Who are the youth to be targeted?
- What is the purpose of a youth service system?

There is no one "right" answer to these questions. Responding to these questions constitutes the "Who" and "What" of a local vision statement. This approach can provide a solid foundation for guiding the construction of an effective plan. Another value of this approach to a vision statement is that it serves as a way to market to the community what the Youth Council is all about.

A successful vision statement should be brief, easily understood, and foster maximum buy-in from all members.

RECIPE FOR SUCCESS

ATTRIBUTES OF A VISION STATEMENT

* Brevity
* Clarity
* Buy-In

Attachment B lists some sample "Vision Statements" as suggestions.

2. DATA AND INFORMATION FOR DECISION-MAKING

Developing and using data is an art, not a science. There are three, ongoing data/information tasks critical to youth workforce investment planning and operations:

- Demographic data on need (who will be the customers)
- Data on existing resources and services (what's in place)
- Information on results and outcomes of current services (how effective are they)

Demographic analysis has relied mainly on **census data.** For outcome data, the major source has been **program management information systems.** While providing much useful information, complete reliance on these data sources has limitations.

In addition, there are several **administrative databases** available to help Youth Councils. While these databases were developed to address requirements that preceded the Youth Council, the data they contain can provide valuable information. When the ability to cross tabulate the data from a variety of data sources exists, a wealth of information on both needs and outcomes can be collected.

For example:

- Unemployment Insurance (UI) Wage records:
- The School Leavers Report
- The Technical Assistance to Needy Familes (TANF) database
- New Hire Registry

- College enrollment and performance data

Attachment C describes these databases more fully. Here is an example of how administrative databases can be combined to provide a better picture of what is happening to youth. A County in Maryland was aware that significant research showed the beneficial impact of increased years of education on earnings. They had the opportunity to look at three cohorts of high school dropouts in terms of work and earnings. A cross-tabulation was performed between the school dropout information and the UI Wage Records.

RECIPE FOR SUCCESS

INFORMATION ISSUES TO CONSIDER

* **Identify who needs services.**
* **Identify what services exist.**
* **Decide what they accomplish.**

This study revealed that over 76% of dropouts had earnings. This indicated that the majority of dropouts in that community were connected to the labor force after dropping out of school. The data also showed that in the last quarter of the study period, fewer than half (44.6%) of the dropouts had earnings, confirming that in the County, as in most other parts of the nation, sporadic and limited work history awaits most drop outs.

The level of earnings for these dropouts was measured against the federal poverty standard for a family of one. Even given this low threshold, only a very small percentage of the County dropouts had earnings that exceed the poverty standard. Two and half years after dropping out, only about one in five had jobs that provided earnings above the poverty level.

This is just one example of what can be learned about the youth population by combining databases to provide a more in-depth picture of the population and their characteristics.

In summary, there are several advantages to using administrative databases such as those discussed:

- **Lower Cost:** They are inexpensive, since someone else is paying for the collection of the data.
- **Timeliness:** Generally, the data is more up-to-date then census data.
- **Increased Flexibility:** The ability to get data records and information about special groups of people and to integrate the data with other data sources provides a wealth of flexibility.
- **Constant Updating:** An ongoing source of data that is constantly being refreshed.

However, there are real issues that need to be factored into the use of administrative databases for program planning and outcome analysis:

- **Confidentiality of Data:** This often comes up as a legal concern but many communities are successfully addressing the concern by asking customers to agree to the release of their data.

- **Data Definitions:** For example, just because one program defines a "youth" as 16 to 21 does not mean all programs use the same definition

- **Dirty Data:** Expect an error rate to exist with all administrative data systems.

In addition, Youth Councils must exercise caution when collecting data from other programs. Care needs to be taken to establish how the data will be used and publicized.

There are two other important bases to touch in terms of collecting useful and important information: youth themselves and the community at large.

Councils should ask local youth to speak for themselves. This process is critical to addressing such important issues as:

RECIPE FOR SUCCESS

ADVANTAGES OF ADMINISTRATIVE DATA SOURCES

* Lower Cost
* Timeliness
* Increased Flexibility
* Constant Updating

- What do the youth in the community say they want in the way of workforce assistance?

- What are their experiences in the work world?

- What are their experiences with various programs?

- How do they define success?

- What are successful youth in the community doing?

- What jobs/careers are youth familiar with?

- What do they like about school? Dislike?

- What are their thoughts about the future?

Many communities have used small focus groups of youth meeting with a trained facilitator to help keep them informal and candid. Many of these communities report that young people expect to be paid a stipend for their participation.

RECIPE FOR SUCCESS

AN ENVIRONMENTAL SCAN

* The Perception of the issue(s);
* What impact does the issue(s) have on the community; and
* What groups are currently involved with the issue(s)?

Gaining the perceptions of the community at large is sometimes referred to as an environmental scan. What are the elected officials' views of major issues confronting young people? What kind of coverage do these issues get in the local press? What are the views of the some of the major community groups and employers? This kind of background information can help the Youth Council understand the context in which they are working and how quickly (or slowly) they may be able to bring about change.

The last words on the data issues are to *collect only what you need in order to make informed decisions.* To prevent problems, take the time to think through and discuss how the Council wants to use all the information they have gathered and how it will be publicized.

3. COMMUNITY RESOURCE MAPPING AND IDENTIFYING GAPS

A comprehensive planning effort must include the identification and assessment of available community resources. This process has come to be known as Community Resource Mapping and it will enable the Youth Council to find out:

- What resources are currently devoted to youth?
- What is their scope?
- Who do they serve?
- What are their goals?
- Who controls these resources?
- How flexible are these resources?
- Who are the providers of these services?
- What is their effectiveness?
- What is their capacity?
- What is their geographic reach?

Once resources are mapped, the next step is assessing how the existing resource mix stacks up against the needs of the targeted youth population and what gaps in services remain. Gap analysis is as much an art as it is a science, but is a critical element in determining how to use scarce resources. (See Attachment D for a sample resource-mapping format)

4. LOOKING AHEAD: CREATING A STRATEGIC PLAN

What goes into a strategic planning initiative? How is it different from the normal planning that occurs in the workforce investment arena? All of the Youth Council activities we have discussed in this section – developing a shared vision for youth services, collecting and using data and information for decision-making, and mapping the resources that the community has to serve youth – are part of a strategic planning effort. The results from these activities become the foundation for a strategic plan.

Is there really a difference between strategic and program planning? The following descriptions may help to clarify the situation.

RECIPE FOR SUCCESS

STRATEGIC VERSUS PROGRAM PLANNING

	Strategic Planning	Program Planning
Purpose:	Resolve a community problem	Operate a successful program
Product:	Plan of strategies to solve problem	Plan to operate program
Includes:	Multiple resources	One specified resource
Cycles:	Ongoing	Typically annual cycles

Program Planning is focused on developing the goals, objectives, and a plan of action that is tied to a specific program. Many times, program planning is tied to funding contracts or grants.

Strategic Planning is focused on developing a blueprint that describes problems and outlines strategies that the community can use to address the problems.

The basic ingredients of a strategic planning process are:

- Defining the issues in quantifiable terms;
- Identifying the goals that will be met;
- Providing a means of measuring progress towards achieving the goal(s);
- Developing strategies to achieve goals;
- Articulating roles and responsibilities; and
- Creating a timetable or action plan.

Strategic planning information needs to include objective numerical data, such as:

- How many youth are in the community? What is their economic status?

RECIPE FOR SUCCESS

STRATEGIC PLAN TIMETABLE

*What will be done;

*Who does it; and

*When

- How many youth of different ages are in school (K-12, Post-secondary)? Out-of-school?
- How many are in alternative learning settings?
- Of the children who enter kindergarten, how many graduate from middle school 9 years later? From high school 13 years later?
- How many youth in the community are employed (f/t, p/t), underemployed, or unemployed? (By age range)
- How many young people are in the foster care system? What is their age distribution? How many are involved with the juvenile justice system?
- How many are involved with public assistance programs such as TANF? Medicaid? Food Stamps?
- What is the geographic distribution of low-income youth in the community?

Once there is a clear understanding of the scope of the youth issues in your community, it is time to set goals and objectives. Goals are global statements of outcomes that will be achieved. Objectives should be quantifiable statements that tell you when the goals have been achieved. For example:

Goal: All youth will obtain economic self-sufficiency and the basic skills needed to be productive in the workforce.

Objective: Percent of independent adults and young families ages 18 to 24 living in poverty will be reduced by 80%.

Objective: Employment rates for youth in the labor market will be increased to 97%.

Objective: At least 80% of all non high school completers under the age of 18 will obtain an educational credential that will increase their long-term labor market prospects.

In the above goal statement, a positive outcome is articulated–"all youth will obtain economic self-sufficiency . . ." The objectives that follow provide very measurable definitions of how to determine if the goal has been achieved.

Attachment E contains an exercise that provides some practice in

RECIPE FOR SUCCESS

INGREDIENTS OF A STRATEGIC PLANNING PROCESS

* **Developing a full understanding of the issues**
* **Creating the goals that will be accomplished;**
* **Setting objectives**
* **Formulating the overall strategy(s)**
* **Articulating roles and responsibilities and**
* **Creating a timetable/ action plan**

judging if the objectives fit the goals.

Once goals are set, creating strategies is relatively easy. The difficult part is to develop strategies that will achieve the goal within the existing environment. For example, if there are no high paying jobs, a strategy of enhanced life skills instruction is not likely to achieve the goal of self-sufficiency.

An important part of achieving success with any plan is to ensure that the major stakeholders understand their roles and responsibilities. One of the best ways of articulating roles and responsibilities is to have the Youth Council staff work with the members, individually and collectively, to clearly identify the resources and services they can bring to the planning table to serve youth.

A timetable for the action plan is a good management tool. Break the plan down into specific action items that include:

- What will be done in specific steps;
- Who will do it; and
- When will it be completed.

Youth Council planning is team planning. The whole experience should become a trust building process. Building and sustaining trust among the partners is almost as important as the plan itself. In fact, some of the feedback from early forming councils is that they intend to spend the first year building trust and strong working relationships among the investment partners by working together to collect information and clarify the roles of all the players. This may be an effective strategy for long-term success.

For Youth Councils that want to begin the strategic planning process, a template has been developed as a tool to help start the planning ball rolling. (Attachment F.)

5. OVERSIGHT AND MONITORING — ACCOUNTABILITY

Accountability became the mantra of the 90's. Everyone pays homage to the need for it; everyone talks about how critical it is. Clearly, it reflects the desire on the part of the public and the legislative bodies that appropriate public funds to have a better sense of value received in exchange for the expenditure of public funds. Those same demands apply to the private and the not for profit sectors. People want a measurable "pay-off" for effort and resources expended. It is commonly recognized that for planning to be effective, continual feedback is needed from program implementation. Feedback requires a system of monitoring, reporting, and observing . With this system, programs can be held accountable for their results. In addition, this system will give Youth Councils the flexibility they need to make mid-course corrections if needed to achieve the goals.

The long-term success of WIA and Youth Councils will hinge in part on the strength of the accountability system they create.

RECIPE FOR SUCCESS

INGREDIENTS FOR AN ACCOUNTABILITY SYSTEM

* Performance Benchmarks
* Routine and Regular Data Collection and Distribution
* A Performance Review Process
* A Corrective Action Process
* An Ongoing Feedback and

An accountability system involves more than simply looking at outcome data. Many times, by the time the outcome data is available, the program may be over. For example, if a program plan of service calls for youth to be engaged in a combination of services that last for up to seven months, actual outcome data will not come about until the eighth month of a twelve-month program funding cycle. If the accountability system for such a program were built solely around outcome data, it will be practically impossible to make any meaningful changes in the program design and operation in time to improve operations.

A good accountability system should include:

- **Performance Benchmarks:** Do not be limited to Federal and State performance factors. A well-defined set of performance benchmarks – fiscal and programmatic, process and outcome, short-term and long-term – are all needed.

- **Routine and Regular Data Collection and Distribution:** All needed to determine how the program is progressing against the performance benchmarks established for the program.

- **A Performance Review Process:** Regular review of the data is necessary to determine what is behind the trends noted in the data.

- **A Corrective Action Process:** Based on the performance review, use a formal process for developing and implementing corrective action plans designed to define the cause and cure of any sub-par performance.

- **An Ongoing Feedback and Monitoring Routine:** A feedback and monitoring routine is needed to monitor and track corrective actions and to feed that information into the data collection regimen.

The time to layout the framework and foundation for an effective accountability system comes now, as the program plans are being developed and the transition process is taking place. Goals and objectives, strategies and budgets, all need to be developed with an eye on how they will play a part in the overall accountability process.

RECIPE FOR SUCCESS

PART OF A MIS

* Fiscal
* Programmatic
* Design and Plan First! Computers come later!

While a management information system (MIS) is not an accountability system, an effective MIS will make it easier to develop an effective accountability system. An effective MIS does not start with computers or software or high tech tools. An effective MIS starts with fully understanding the workings of your program design and what it is intended to accomplish.

There are two parts to a MIS, one that tracks the expenditure of funds over time (a fiscal MIS), and one that tracks people, activities, and outcomes (a programmatic MIS). The key to an effective fis-

cal MIS is budgeting. The budget represents the template for the fiscal MIS. It establishes the terminology as to how expenditures will be tracked over time, and it is the overall control factor for those expenditures. Good budgeting and spending controls are the foundation for building a sound fiscal portion of a MIS.

The programmatic part of a MIS needs to be specifically tailored to the WIA program. The starting point for building the programmatic portion of a MIS starts with the reports you need to manage the program.

Accountability systems and MIS systems will be an integral part of success in WIA, and the Youth Council must make sure that adequate attention is paid to these areas before the first young person is enrolled. Remember, it's very hard to retrieve information that was never collected!

6. COUNCIL ORGANIZATION

As long as the membership requirements are met, a Youth Council is free to implement any organizational structure. [Using a committee/workgroup structure that allows the Council to expand membership beyond appointed members to broaden the expertise available to the Council.] A committee structure can also help the Council deal with issues in a more focused fashion. While there can be many different and workable types of structures, three approaches are described: programmatic, functional, and work group.

Programmatic Committee Structure

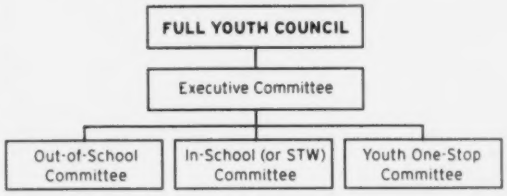
The law and the regulations encourage local areas to consider expanding the scope of the Council beyond WIA activities and WIA eligibility requirements and include other youth programs for both in and out of school youth. If a programmatic committee organizational structure is selected it could look something like that in diagram 2.2.

Youth Councils may want to consider forming an Executive Committee. An Executive Committee can build a leadership group within the Council that will help ensure that the committee work is integrated and on target with the overall vision of the Council.

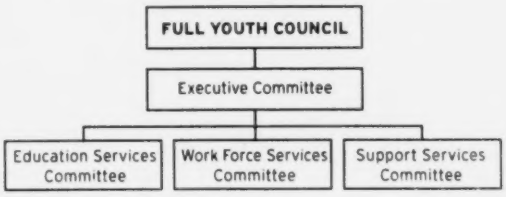
Functional Committee Structure

One of the primary reasons for creating a Youth Council is to achieve an integration of all the workforce investment programs that serve youth. This purpose supports a functional approach for a Council organizational structure. There are many options for a functional organizational structure, one of which is shown in figure 2.2.

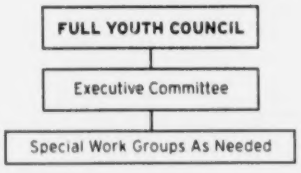
PROGRAMMATIC ORGANIZATION



FUNCTIONAL ORGANIZATION



WORK GROUP ORGANIZATION



Work Group Structure

There is no right or wrong way to organize a Youth Council. The key to a successful operation is the ability to respond to flexible needs and priorities. For some Youth Councils, the Work Group structure may best fit their needs. Another organizational structure which may best fit the needs of the Council (fig 2.2).

In this organizational construct, only an Executive Committee would be created and the Council would be authorized to convene temporary work groups as needed to address the tasks and responsibilities of the Council. This option would allow for maximum flexibility for the Youth Council.

7. STAFF SUPPORT

Forming the Youth Council and determining the level of staff support needed should go hand in hand. The law and regulations indicate that the Youth Council should be responsible for:

- Developing the portions of the local plan relating to eligible youth;
- Recommending eligible providers of youth activities;
- Conducting oversight of youth activities in the local area;
- Coordinating youth activities;
- Developing and recommending local youth employment and training policy and practice;
- Broadening the youth employment and training focus in the community to incorporate a youth development perspective; and
- Establishing linkages with other organizations serving youth in the local area.

That is a pretty full agenda, and the data collection and analysis needs described in the last section adds substantially to the staff workload. Another consideration that will have an impact on the staffing need is how the Youth Council relates to the WIB. If the Council is simply an advisory group to the WIB, then its staffing needs will not be as great (but the WIBs staffing needs will be greater). If the Council is authorized by the WIB to assume the leadership role relative to comprehensive youth workforce development planning and WIA youth issues, staff demands will be greater.

Why should the WIB delegate the authority for youth activities to the Youth Council? Aside from the encouragement in the law and the regulations for this approach, there are practical reasons. Given the leadership role the WIB plays in the new workforce investment system and all the work they will be confronted with in planning, implementing and evaluating that system, the WIB has a full plate. If WIBs must have a Youth Council - and they do because the law requires it - it would be prudent to use it to the fullest extent by delegating to the Youth Council the lead role for building a coherent system of effective connections for young people. From a practical perspective, members of groups that do not have authority and responsibility tend to lose interest. To sustain the interest of the Youth Council members beyond the initial meetings, they need to be vested with some measure of authority to become change agents.

The responsibilities in the law and regulations can be grouped into five major functional areas:

- WIA Program Development and Transition Issues;
- Youth Workforce System Development and Advocacy Issues;
- Selection of Service Providers;
- Oversight and Performance Monitoring; and
- Council Administration.

Estimating the time it will take Youth Council staff to perform specific tasks is subject to a host of variables. These variables make recommending a specific staffing model that could be applied for all Youth Councils impractical. Youth Council staffing will play a major role in the overall productivity of the Council. Local areas need to think through the staff issue. As an aid, an exercise has been developed on how to estimate youth council staff needs. It has been included as Attachment G.

RECIPE FOR SUCCESS

YOUTH COUNCIL STAFF FUNCTIONS

* **WIA Program Development and Transition Issues**
* **Youth Workforce System Development and Advocacy Issues**
* **Selection of Service Providers**
* **Oversight and Performance Monitoring**
* **Council Administration**

Finding funds for Youth Council staff may be a challenge. But it is a challenge that must be met to ensure the success for the community's workforce investment effort. Just because WIA requires the creation of Youth Councils does not mean that only WIA funds can be used to support the Council. If the Youth Council takes on the broader role as a leadership group for all youth development issues, then other funding or staff resources should be sought to support this group.

8. COUNCIL ORIENTATION

The Workforce Investment Act is new and States and local areas must undergo change to implement the new law. If the youth opportunities under WIA are to be maximized, there will be major changes in way we do business. The first step towards taking advantage of the WIA opportunity (and in coping with the changes it will necessitate) is gaining an understanding of the opportunity.

Youth Councils will need a full orientation to gain this understanding. Orientation should cover:

- Legal and policy background;
- Briefing on the geographic service area;
- The Youth Council's role; and
- Organizational structure.

To help structure the Youth Council orientation, a draft meeting agenda has been included as Attachment H.

Legal and policy background

Council members need to have a broad understanding of WIA: One-Stops, universal access, enhanced customer choice, participating partners and all of the other concepts that differentiate WIA from previous workforce investment legislation. A more detailed session should follow outlining the youth portions of WIA and including information on how funds are allocated by the state and how the WIA youth funding stream combines with the two former JTPA youth funding streams (summer and year-round).

RECIPE FOR SUCCESS

KEY COMPONENTS OF AN ORIENTATION

* Legal and policy background
* Briefing on the service area
* The Council's role; and
* Organizational structure.

To help with this briefing a *"Pocket Guide to the Youth Sections In The Workforce Investment Act and Regs Related To Youth"* is included as Attachment I.

The WIA briefing should also cover the youth performance measures. Visit DOL's web site for the most up to date information on performance measures and how to negotiate them. Internet site: http://usworkforce.org/perfacct.htm.

Briefing on the geographic service area

The second topic suggested for the Youth Council orientation session is a geographic scan. The Council needs to be given information that enables it to understand the characteristics of the youth that live in the area, what the local labor market looks like, and what programs (apart from proposed WIA programs) exist to address the workforce readiness needs of the young people.

The Youth Council's Role

Ideally, the degree of delegation from the WIB will have been determined prior to the orientation meeting. If so, this is the time to specifically discuss what the WIB and the LEO expect the Youth Council to accomplish in both the short and long terms.

Organizational structure

Finally, the orientation session(s) should focus on the Council's structure, including its by-laws, committee structure, etc. If the WIB and local elected official have delegated the responsibility to the Youth Council to determine its own organizational structure and to create its own specific agenda, this part of the orientation session becomes the forum for the Council to consider how it wants to conduct business in both the short and long term.

RECIPE FOR SUCCESS

AREA OVERVIEW

* Youth Demographics in the Service Area
* The Labor Market
* Existing Programs Serving Youth

To help WIBs and Youth Councils make some preliminary assessments of how far along they are on the system development track, A **System Status Evaluation Test** is included as Attachment J.

The exercise was designed to start you thinking about the attributes of an effective youth workforce development system.

How does your Youth Council stack up to the **Self Assessmentfor Youth Council Membership** list? While one or two "No" responses may not be a reason for concern, several "No" responses do indicate that you Youth Council may be missing the boat. Remember, if you have omitted some of the key players, consider appointing additional members. It is important that all the key stakeholders are included on the Youth Council, while still maintaining a manageable number of members.

RECIPE FOR SUCCESS

THE YC'S ROLE

* Roles and Responsibilities of the WIB and the YC
* The Mission and Scope of the Youth Council

See end of document for

Attachments A-J (pp. 25-44)

3

TRANSITION TO WIA: SOUP TO NUTS

This section of the *Cookbook* provides detailed information on key issues the Youth Council needs to consider in the transition from JTPA to WIA, and some recipes for approaches that will help build the foundation for a successful WIA youth system. It might be helpful to consider some of the more challenging policy and program issues that Youth Councils and program administrators will be confronted with as they move from JTPA to WIA.

WIA TRANSITION TO DO LIST	Done
A. Resource allocation – in-school/out-of-school/year round/summer	○
B. Considering other resources	○
C. Defining "Follow-Up"	○
D. Using adult funds for serving 18-21 year olds	○
E. Coordinating with the One-Stops	○
F. Develop the performance management system	○
G. Select Service Providers	○
H. Learn to live within the 10% cap	○

A. WIA RESOURCE ALLOCATION

Everything is important, but perhaps first among equals is decision making about the allocation of WIA youth resources. As mentioned earlier, WIA provides a single formula-based funding stream instead of the previous system of separate "year-round" and "summer" allocations. In addition 95% of the WIA youth funds must be spent on youth who meet poverty eligibility criteria. While Congress has allocated the same amount of funds for these formula-funded youth activities as in previous years (approximately $1.1 billion nationwide), some communities may end up with fewer youth formula dollars under WIA than they were allocated under JTPA. For the first time, WIA allows states to retain 15% of the formula funds for discretionary statewide activities. However, the new funding will provide local areas with greater discretion in determining how to plan services and allocate resources to serve youth. One additional important difference is that the new law requires that at least 30% of the funds be expended on out-of-school youth. Perhaps the greatest change with immediate impact is that both the law and the regulations make it clear that summer programs under WIA are no longer intended to be "stand-alone" programs.

WIA also establishes the $250 million competitive Youth Opportunity Grants initiative to direct significant additional resources to a limited number of communities characterized as Empowerment Zones, Enterprise Communities or designated high-poverty areas. The first 36 awards were announced in February 2000.

There are a number of issues to consider in thinking about spending the youth allocation:.

- What use of WIA funds best supports the Youth Council's vision for a youth service system?
- What WIA youth performance levels have been negotiated with the State? How can the Council ensure that their allocation decisions will support achieving these performance levels?
- How can the traditional JTPA summer program model be enriched in accordance with new policy direction?
- What level of other resources are available to support year round activities that include summer work experience or for other services?

Clearly, each local area will respond to these programmatic issues in different ways. Perhaps one of the best ways to more fully understand how these considerations play a part in the overall decision process is to walk through a hypothetical funding allocation scenario and see what influence each of the issues has. An exercise designed to let you "play" with fund allocation scenarios has been developed and is included as Attachment 1 at the end of this chapter.

B. DEFINING FOLLOW-UP SERVICES

One of the major changes under WIA is that post program follow-up services are required for a minimum of 12 months after the young person leaves the active service delivery portion of the program. Follow-up is a critical service to ensure strong long-term outcomes.

Studies have shown that if a person can succeed during the first six months after job placement, they have a much higher chance of long-term success. Should a former participant experience a setback, an aggressive follow-up system can provide the support and assistance needed to get them back on track.

Although required by WIA, many areas may lack the resources to provide a comprehensive supportive follow up service mix. It might be helpful to establish different levels of post program services for different groups of young people. Local areas may want to consider categorizing their enrolled youth customers into groups, such as high, moderate and low risk. The following chart provides *an example* of how an area could define risk levels and assign possible post program service levels to each group. The example assumes that the participant was placed in a job at the conclusion of active program services.

Obviously, if the young person ended active program participation by going to college or the military, a different type of follow-up process might be used. Flexibility, communication and dedicated, well trained staff are the key ingredients for a follow-up recipe that results in job retention and advancement. The Public/Private Ventures publication *Getting in, Staying on, Moving up: A Practitioner's Approach to Employment Retention* profiles the successful Moving Up Career

RISK FACTOR	FOLLOW-UP SERVICES
Low Risk **Characteristics**–Stable family situation, good housing, adequate transportation, adequateday care, no history of medical problems or drug or alcohol abuse.	Monthly telephone follow-up to customer. Quarterly follow-up with employer. Provide youth with documentation of credentials gained Job replacement if needed
Moderate Risk **Characteristics**–Some problems in only one of the following areas: family situation, housing, transportation, day care, or medical. No history of drug or alcohol abuse.	Monthly follow-up to customer, half home visits and half telephone contacts. Monthly telephone follow-up with employment assistance staff of employer Provide youth with documentation of credentials gained Limited access to support services paid by program Enrollment in peer support group Job Replacement if needed
High Risk **Characteristics**–Significant problems in one or more of the following areas: family situation, housing, transportation, day care, or medical. May have a history of drug or alcohol abuse.	Bimonthly home visits to youth. Contact with employing supervisor. Biweekly telephone follow-up to youth. Provide youth with documentation of credentials gained Open access to support services funded by program and assistance in continuing learning experiences. Monthly telephone follow-up with employment assistance staff of employer. Enrollment in both peer support group and other support groups such as Alcoholics Anonymous (as appropriate) Enrollment in company employment assistance program (if employed) Job Replacement if needed

Advancement program in New York City. It describes characteristics of an effective job-retention/ follow-up staff:

- People with backgrounds similar to those of the students;
- People who have worked in the private sector;
- People with experience in counseling or supervising similar young people in entry-level jobs;
- People who are: Articulate, Optimistic, Persuasive, Motivational and most of all, people who perform.

Furthermore, the report indicated that organizations with good job-retention staff also had effective mechanisms for measuring performance, sharing information with staff, promoting and rewarding staff accordingly, and developing the staff. The report is available from www.ppv.org or through www. nyec.org.

C. USING ADULT FUNDS FOR SERVING 18-21 YEAR OLDS

WIA presents the unusual opportunity for older youth to be served from both the WIA youth program funds and adult program funds. This presents both an opportunity and a challenge. The opportunity is clear: by using a concurrent enrollment approach for youth between the ages of 18 to 21, more resources are available for a under served population. The challenge is how to best integrate the adult and youth resources into one program that offers a seamless service delivery system.

The chart below illustrates how the two programs differ.

Issue	WIA Youth Funds	WIA Adult Funds	Opportunities/Issues
Eligibility	Eligible according to age, poverty status, barrier to employment. Thirty percent goes to out-of-school youth, 5% allowed for non-poor youth.	All adults eligible for core services; some restrictions for intensive and training services.	Older youth who do not qualify as low income can still take advantage of the core adult services.
Services	Communities must make all ten program elements available as outlined in the law.	Core services (predominately labor exchange services) offered first, intensive and/or training services follow for those who cannot find work and/or are in need of these services.	How flexible will One-Stop operators be regarding young people who progress from the youth program into the adult program or participate in both? How will the two sets of services be coordinated?
Performance Measures	Two sets of measures, depending on age (14-18, 19-21) and program objectives.	One set of performance measures focused on employment, retention and wage levels as well as credentialing/learning gains.	Because wage levels, retention, and placements rates may be lower for low income youth than for adults, enrolling older youth could make it more difficult to achieve adult performance measures.
Service Providers	Service contracts awarded competitively	Core and intensive services usually provided at One-Stops, training services provided via an Individual Training Account (ITA) from a pre-approved list of vendors.	In order to maximize the use of adult resources for older youth, youth service providers that offer training should be encouraged to apply to be on the pre-approved list of training vendors, so they can offer services to youth under both funding sources.

D. COORDINATING WITH THE ONE-STOPS

The creation of the One-Stop systems under WIA presents two complementary opportunities for the WIA youth program. First, there is the obvious benefit of the availability of a comprehensive array of labor market information and services. While each area's One-Stop system will be designed to best meet the needs of the community, the following four principles are key to all One-Stop Career Center Systems:

Universal Access: All community members will have access to a wide array of employment development services, and quality labor market information.

Customer Choice: The philosophy of giving customers choices is critical to a One-Stop Career Center System.

Integration: A One-Stop Career Center System offers the potential for a seamless approach to service delivery, providing access to services under a wide array of employment, training, and education programs provided by the multiple partners.

Performance Driven/Outcome Based Measures: To ensure customer satisfaction, One-Stop Career Center Systems must have clear outcome measures.

These qualities will make the One-Stop system a key resource for all youth service providers.

The second opportunity is that the One-Stop system development is a means for forming collaborative working arrangements among key service delivery organizations. WIA stipulates that formal working agreements, called memoranda of understanding (MOU), must be created among the 12 required partners and any other partners that the area believes is critical for the effective operation of the One-Stop. This creates the framework for collaborative working arrangements among key service delivery organizations, many of whom also have an active interest in youth, and may be represented on the Youth Council.

- The WIA partner
- The Job Service
- Adult Education and Literacy Provider
- Vocational Rehabilitation
- TANF partner
- Senior Employment Programs
- Career Education under the Perkins Act
- Trade Act Programs
- Veterans Programs
- Community Services Block Grant Employment and Training Programs
- HUD Employment and Training programs
- UI programs.

At the request of the Youth Council, the WIB could add language to the MOU outlining what specific youth services are anticipated and how services will be delivered. Attachment 2 has an exercise to help pick out the most likely youth partners from the 12 listed.

Youth and the One-Stops

One important caveat should be discussed in connection with One-Stops. Some areas have mentioned concerns that youth may become "lost" in a busy One-Stop catering to a large and diverse group of customers. Two suggestions have surfaced for coping with this issue:

- Set aside special space and designated staff as a "youth center" within the One-Stop and/or;
- Create smaller neighborhood based one-stops for youth that are electronically linked to the labor market information at the "main center".

E. PERFORMANCE SYSTEM

As described in Chapter 1, a key WIA issue is developing an effective performance management system. For WIA, this includes three specific elements:

- Appropriate program outcome data so that performance and wage information is available;
- Familiarity with the legal requirements and definitions of the performance measures; and
- Information on how the intake flow and program processes planned may impact on potential outcomes.

Someone connected to the Youth Council (a staff person, a technically inclined Council member) needs to take responsibility for mastering the nuances of the WIA performance system so that it becomes a management tool that drives program success. A basic outline of some of the fundamental issues that are a part of the WIA youth performance management system follows. It is only the beginning. Performance management should be an ongoing process that will require constant attention to ensure success.

RECIPE FOR SUCCESS

WIA PERFORMANCE PARAMETERS FOR:

* Youth 14-18;
* Youth 19-21; and
* Adults

The Legal Parameters

The law and regulations provide a set of required core indicators of performance for employment and training activities for eligible youth participants. To fully appreciate these factors, the numerator and denominator for all these measures (which are all defined as rates) need to be identified. Attachment 3 provides this information.

What Performance Indicators to Use?

It is possible for youth programs funded by the different parts of WIA to be subject to more than one set of performance requirements. Specifically there are performance parameters for:

- WIA youth 14-18;
- WIA youth 19-21, and
- WIA adults.

For example, if a program enrolls and serves a 17-year-old youth for two years, provides a training voucher when they are 18, and he/she then exits the program following their 19th birthday, which set of performance parameters apply to that youth? The December 1999 *Workforce Investment Act Performance Accountability* document produced by the US DOL makes it clear that a youth must be included in the set of measures based on their age at registration so the "Younger Youth" parameters apply to the 17 year old. But because a voucher from the WIA adult program was used, the WIA adult factors apply too! Try the exercise on "Which Factor Applies" in Attachment 4 to get a better feel for how performance factors actually apply.

Maximizing Performance

To ensure a successful youth program, measurable objectives for every service provider should be established. If the programs meet their objectives, then all performance factors will be achieved.

Local Youth Councils might also want to give consideration to creating an incentive system for their vendors of services. An incentive system does not necessarily need to be tied to dollars – it could be public recognition of a job well done –but it is an important part of the total management approach.

And blending funding resources from multiple sources provides a richer service mix that will yield better results.

Negotiating the Factors

Negotiating the required US DOL performance measures has a direct impact upon two elements of the program. The measures reflect the specific priorities of the Youth Council. They make a statement as to what is important in the way of youth outcomes. Equally as important, these measures set the parameters that determine how program operations are to be considered "successful." Therefore the local elected officials and WIBs (or the Governor and the State WIB) should try to negotiate realistic measures that will drive the program to achieve good outcomes, but that will also be attainable.

F. SELECTING SERVICE PROVIDERS

Judging and selecting service providers is one of the most sensitive, yet significant responsibilities of the Youth Council. If great care is not exercised in judging and selecting providers, you will have a plan that looks good on paper, but does not produce positive outcomes for young people.

The following checklist for assessing potential providers could be a helpful guide:

Look carefully at the *quality of leadership* in the organization you are considering doing business with.

Does he or she have the respect of the community, of their staff? Does the leadership have a

track record of proven performance? Is there evidence of character stability and management ability to deal with unforeseen emergencies? Can the leader inspire the staff and challenge them to excellence? Does the leadership of the proposed provider buy into the Youth Council's overall mission and goals?

Look for proven evidence of management capacity.

Many people can write persuasive proposals (or hire someone to do it for them). Before the Youth Councils or their parent WIBs commit big bucks for services, it is crucial to make sure the potential provider has good management skills. What kind of staffing plan is proposed? Is it realistic for the services and budget proposed? Is there any evidence of commitment to a well thought out plan for staff development? Have they budgeted for it? Is there evident that a work plan will be organized and executed on the kind of timetable you require?

Look at staff backgrounds and experience.

One constant factor for success is the quality of staff that is actually delivering the services to youth. It is recommended that a group of Youth Council members take the time to interview a sampling of the staff to try to answer a few key questions. How will they relate to young people? Are young people likely to trust them? Will they make themselves available on an as needed basis? Do they have high expectations for young people? Do they demonstrate a commitment to help youth succeed, no matter what the obstacles or history of failures?

RECIPE FOR SUCCESS

CHECKLIST FOR PROVIDERS

* Quality of leadership in the organization
* Evidence of management capacity.
* Staff backgrounds and experience.
* Sound fiscal controls and systems.
* Reliable MIS systems
* Team Players

Look for sound fiscal controls and financial management systems.

Every program's nightmares are fiscal overruns, misappropriations and/or audit exceptions. Unfortunately, some good program operators – good in the sense that they care about kids and can serve them well – are inexperienced or naive when it comes to fiscal accountability. Make sure the financial officer has the skills needed for the job. Ask your private sector representatives to check out this area.

Look for reliable MIS systems and how they are used.

While a chronic complaint of almost all providers has always been "too much paper work," it is important when selecting service providers to make sure that they can keep accurate records. It is also important that providers understand the use of data as an internal management tool. Providers should make a commitment to examine their data at regular intervals to assess progress toward agreed upon goals. If the program is not meeting expectations, mid course corrections can be taken. Smart managers will use the MIS for continuous improvement, not just contract compliance

Are potential providers "lone rangers" or collaborative partners?

As part of system building, each potential provider needs to understand the inter-connectedness of the system that is being developed. In bidders conferences and in public documents, this message needs to be clearly outlined. Each service provider should understand how they fit into the

whole picture, so that working together, they can help youth successfully segue into post-secondary education and good jobs.

While there is no one right way to select service providers, WIA does require that a competitive Request for Proposal be used. Developing an effective RFP can be a real challenge. The Palm Beach County, Florida Workforce Investment Board, developed an effective example. The full document is on their web site. The address is www.pbcwdb.com. What makes this RFP special?

- Clear instructions with a WIA overview and the context of the service delivery system;
- A concise and understandable description of the requested service;
- A comprehensive overview of the expected outcomes;
- An excellent rating system that clearly reflects the important issues that were outlined in the proposal;
- A proposal format that will clearly guide the responding organizations as they prepare a work statement;
- A focus on enhanced collaboration;
- Excellent budget detail and description of how to classify cost.

Anyone that is planning an RFP for youth services under WIA may find it helpful to review the attached sample.

G. LIVING WITHIN THE 10% CAP

There was widespread consternation as program administrators across the nation read that the WIA limitation on administrative costs had been reduced to 10%. At first blush the amount of administrative funds available under WIA was significantly below what was available under JTPA.

A review of the law did not indicate that any areas of management and fiscal responsibilities had been removed. In fact, the WIA requirements posed the possibility for enhanced administrative work. The consternation seemed well founded. However, the good news is that the US DOL has subsequently issued interim final regulations and draft final regulations that provide a new interpretation of what constitutes "administrative" costs under WIA, which are quite different from the JTPA definitions. Attachment 5 contains some illustrative charts that demonstrate that the new definitions of costs provide considerable relief from a potentially troublesome issue.

See end of document for

Attachments 1-5 (pp. 55-63)

4

COMING TOGETHER AT THE TABLE

Understandably, the Youth Council will be preoccupied with WIA transition and internal organizational issues described in the previous chapters. During that process, the important task of building trust and common understandings and dedication to a common vision among the members has been taking shape. That does not happen overnight, so do not get discouraged. Try not to get so bogged down in the WIA administrative minutia that the Big Picture that was described Chapter 2 of this *Cookbook* gets lost. This challenge is about building a system of effective connections for youth to the mainstream of productive employment, satisfying family life and fulfilling citizenship. But in our zeal to put together a system of connecting activities, it is critical that every connection be a quality connection. A smooth looking system that connects poor program components is not what any community wants to end up with!

A. STICK TO THE PRINCIPLES/EFFECTIVE PRACTICES

Several years ago, the Levitan Center at Johns Hopkins University, working with a national youth policy network, identified service principles for youth programs that were based on what people in the field had learned about "what works." These include:

- Continuity of contact with caring adults;
- The centrality of work;
- Connections to employers;
- Contextual educational options for competency certification;
- Leadership development;
- Post-secondary education; and
- Follow-up over a sustained period.

These principles have been reinforced by the experiences of PEPNet, a practice-based system for

RECIPE FOR SUCCESS

THE LEVITAN PRINCIPLES

* Caring and competent adults
* A variety of educational options
* Work based learning opportunities
* Leadership development
* Skills development choices
* Positive peer group value development
* Follow up and follow through support
* Connections to Employers

identifying and promoting what works in youth employment and development, created by the National Youth Employment Coalition. PEPNet seeks to achieve its goals by recognizing high standards of effective practice, building and sharing a knowledge base of what works and connecting youth-serving professionals with other quality initiatives. (www.nyec.org)

B. BUILDING BLOCKS

So, the good news is that no community is starting with an empty slate. Systems and programs abound. Each should be examined carefully to determine the "fit." For example:

The College-Bound System functions well because a body of information about college admission requirements is shared by school personnel, parents and students. This knowledge governs the design of high school curricula and shapes the guidance given to students about selecting appropriate courses. This access to admissions information, appropriate curricula and counseling, as well as information about financial assistance, all contribute to a reasonably effective system. That access seamlessly moves most of the fortunate students who enjoy it from high school to post-secondary education. Counselors and administrators know what proportion of their graduates enter college and they are held accountable by their communities for results. The appropriate pieces of a system – known expectations, access, strong program content, accountability – are in place to move students successfully from secondary to post-secondary education.

The School to Work System addresses the needs of students who, in most cases, have not yet formulated college or career plans. For them, the paths beyond high school have not been as smooth or well marked. But if youth are to enter the workplace successfully, they and the schools that prepare them need knowledge of workplace expectations, just as guidance counselors need information about college expectations in the system described above. In effective school to work systems, this knowledge translates into an organized effort to forge a close working relationship between employers and schools. It is reflected in employer input into curricula, and teacher and counselor training about labor market requirements. The system forges a series of academic and work-based learning experiences into a seamless pathway to successful careers.

The Out-of School Youth System. This area represents a major new challenge for Youth Councils. The connections are still to be developed. Yet there are there are several nationally replicated "name brand" youth development and training models that are supported by the key principles described above. Although these models are replicated nationally, even the founders (and the funders) admit that the programs may vary in quality in local communities based on the quality of the local staff! They are being listed here because they are all built on the principles for sound youth development that are articulated in WIA. Therefore, you may want to consider some of these program models as part of the "building blocks" for your community as you start to form an integrated network of essential services for youth. All of these programs are profiled in *Making Connections: Youth Program Strategies for a Generation of Challenge; Commendable Examples from The Levitan Youth Policy Network*, available through www.levitan.org.

- YouthBuild
- Youth Conservation and Service Corps
- The Center for Employment Training (CET)

- STRIVE
- Quantum Opportunities Program(QOP)
- Job Corps

Brief introductions to these programs which are modeled on the principles described above can be found at the end of this chapter as Attachment I. And more useful information about effective local practices and practitioners can be downloaded from the website www.nyec.org.

C. HOW TO SURVIVE AND THRIVE: CREATIVE RESOURCE DEVELOPMENT

Local areas need to keep in mind that WIA youth resources are but a small part of the range of resources and programs that may be used to offer a comprehensive range of services to youth. While the identification of the other resources and programs that support youth activities should be a part of the Youth Council's orientation, a more in-depth consideration of how these resources are used and what they produce in the way of youth services must be a part of the Council's strategic planning effort.

Effective planning for the use of resources starts with knowing about them. A list of many (not all) of the existing resources/programs that may be available to support youth activities is described below. While every community in every State will not necessarily have each of the resources/programs listed below, it does provide a jumping off point for the discussion as to how these resources are currently used. Hopefully, this discussion will lead to the consideration as to how these resources can be better integrated/coordinated so as to more effectively serve the needs of youth in the community.

Potential Resources For Youth Services:

- Workforce Investment Act, Title I – State 15% Funds;
- Workforce Investment Act, Title I- Youth Funds;
- Workforce Investment Act, Title I – Adult Funds (For youth ages 18 to 21);
- Workforce Investment Act, Job Corps;
- United States Department of Labor (USDOL), Welfare-To-Work Grants to States;
- USDOL Wagner Peyser Grants to States (The Job Service);
- United States Department of Health and Human Services, TANF Block Grants to States;
- United States Department of Education (USDOE), Campus Programs;
- USDOE Vocational Education Basic State Grants (Perkins III);
- USDOE Vocational Rehabilitation State Grants;

- USDOE Title I Funds for Disadvantaged Students;
- USDOE Adult Education Grants;
- USDOE Pell Grants;
- USDOE GEAR-Up (college-prep) Grants;
- USDOE Safe-Healthy Schools Grants;
- USDOE Twenty-First Century (after-school) Grants;
- USDOE/USDOL School-To-Work Grants;
- State Aid To Education;
- United States Department of Housing and Urban Development (HUD) – Public Housing Funds;
- HUD–Community Development Block Grant (CDBG);
- HUD–HOPE VI;
- United States Department of Justice, Juvenile Accountability Incentive Block Grants Tobacco Settlement Funds;
- Private Foundations;
- The Business Community;

Throughout the *Cookbook,* one ingredient constantly referred to is **partnership.** Partnerships are easier to talk about and easier to write about than to build and sustain at the local and state levels. However they are the implicit and explicit message of the Workforce Investment Act, starting with the required partner agencies in the One-Stop System. That partnership theme carries over to the membership of the state and local Workforce Investment Boards, and is further articulated in the membership requirements of the local Youth Councils.

The challenges we are mandated to confront are, quite simply, beyond the expertise and the resources of any one agency or funding stream. Bridges must be built among the various systems in which youth are involved: schools, labor markets, welfare, health, recreation, juvenile justice, faith, community service.

The forum presented by the Youth Council provides an excellent means for local areas to discover how the resources described above (and others) are currently deployed and to initiate the discussion of how these resources may be redeployed in order to make youth service delivery more comprehensive and rational.

As the partners begin to craft their design of a comprehensive youth development system, each partner should begin to see how its "piece" or building block fits in, or duplicates, or needs to be redirected. Just as important, as the partners buy into a common vision and common goals, there can be new energy behind seeking additional resources. For example, at the first meeting of Philadelphia's

Youth Council, members were informed that the new parameters of WIA translated into a smaller summer program than the city was accustomed to running for many years. Because the members of the Youth Council did not want to countenance serving a reduced number of youth, they immediately formed a subcommittee to locate city and private sector funds to supplement WIA dollars. Philadelphia officials are convinced that the Youth Council was effective in this role because the members were selected based on their access to such resources and commitment to achieving goals collectively, which would have been beyond the capacity of any one member individually. See Attachment II for more information on the Philadelphia Youth Council.

RECIPE FOR SUCCESS

IDEAS TO GROW ON

* **Sustain and grow your STW system and expand it to reach out-of-school youth**
* **Build on what exists**
* **Use your Council as a community collaborative leadership group**
* **Develop a system of neighborhood hubs to outreach and engage youth**
* **Develop an intermediary entity to work with employers**
* **Don't duplicate services**

The mission involves a long-term process. To keep from being overwhelmed or discouraged and also to be able to see early indicators of progress, it is a good idea to build systems and relationships incrementally. [Think BIG . . . but start small . . . but START sounds like and is a practical approach.] Here are some suggestions to think about again:

- Sustain and grow your school to work system and expand it to reach out-of-school youth connecting them also to learning, jobs and caring adults.
  Seek arrangements with school systems to offer flexible educational options that can both prevent and re-engage dropouts and link them to career pathways and post-secondary opportunities.

- Use resources creatively, such as state and local school aid, WIA funds, school to work funds, One-Stop career center resources, Pell grants, TANF, HUD and juvenile justice funds and other federal, state, local, foundation and private resources as well as seasoned providers in the community.

- Use the Youth Council as a community collaborative for leadership, planning, implementation and oversight. Make sure that schools, employers and effective community based organizations are partners in this collaborative. They are often the voices of seasoned experience and have a direct stake in successful outcomes.

- Develop a system of neighborhood hubs or anchors to outreach and engage youth to connect or reconnect them to learning, skill development, needed supports and jobs.

- Develop an effective intermediary to work with employers that both employers and young people will trust. The intermediary must engage employers in an efficient manner and provide a trustworthy bridge among young people, youth serving organizations and employers.

- Try not to duplicate the services of other systems. Build on what's in place and concentrate on linking the successful pieces together.

D. WHAT TO LEAVE OUT

This *Cookbook* has been replete with recipes and ingredients for success. But as every cook and every diner knows, it is how the ingredients are put together and presented that makes a difference. The mix of ingredients should reflect local tastes and appetites. Not every recipe works every time. Practice brings skill. So it will be with this complicated menu of youth development system building. As in all recipes, what to leave out is as important as what to include! There is no room in an effective comprehensive system for:

RECIPE FOR SUCCESS

STAY AWAY FROM

* **Short term/low intensity interventions**
* **Insufficient investment in infrastructure and staff**
* **Single component interventions**
* **Inadequate leadership**
* **Weak management**
* **Inadequate data systems**
* **Lack of planning time**
* **Groups unwilling to commit to sustained partnerships**

- Short term or low intensity interventions;
- Insufficient investment in building infrastructure and staff capacity;
- Single component interventions;
- Inadequate leadership;
- Weak management capacity;
- Inadequate data systems to monitor progress and aid program improvements;
- Lack of planning time; and
- Unwillingness to commit to sustained partnerships.

E. THE PRIZE

At the local level, there is simply no substitute for initiative, creativity, leadership and, particularly, persistent commitment to the task. However, it must be recognized that every youth the new system reaches will not be successful. A shared responsibility rests with young people themselves. If Youth Councils seize the challenge and start constructing a system of opportunities for all young people and put them on a positive trajectory, they can help to secure a generation that will make an important contribution to our society. But if communities do not pull together and think together to make sure youth receive help in an accessible and understandable way, young people could surely deflect the country from its true course. And that is not a matter of fate, but of choice.

Youth Councils cannot become a missed opportunity. Too much is at stake.

See end of document for

Attachments I-II (pp. 72-74)

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Assessment for Youth Attachment A: Self Council Membership

Category Required by WIA	Organizations and Individuals to Consider	Yes	No
(i) **WIB members with special interest or** expertise in youth policy, *i.e.*, educators, employers, and representatives of human service agencies	• Business Reps With Job Opportunities	❑	❑
	• Organized Labor	❑	❑
	• Community College or University Presidents	❑	❑
	• School District Superintendents	❑	❑
(ii) Representatives of youth service agencies, including juvenile justice and law enforcement	• Juvenile Justice Officials	❑	❑
	• Probation or Juvenile Court Officials	❑	❑
	• Police or Police Athletic League Officials	❑	❑
(iii) Representatives of local public housing authorities	• Administrators From Public Housing Authorities in the Area	❑	❑
(iv) Parents of eligible youth seeking services	• Parents of in-school eligible youth	❑	❑
	• Parents of out-of-school eligible youth	❑	❑
(v) Individuals, including former participants, and representatives of organizations that have experience relating to youth activities	• Youth Bureau Director	❑	❑
	• WIA Youth Services Director	❑	❑
	• STW Coordinator	❑	❑
	• Community-Based Organization Directors	❑	❑
	• Former participants in youth programs	❑	❑
	• Providers of substance abuse services	❑	❑
	• Agencies that serve youth with disabilities	❑	❑
	• Parks and Recreation Director	❑	❑
	• School District Guidance or Pupil Personnel Services Director	❑	❑
	• Local Youth Program Operators such as YouthBuild/ Youth Service Corps etc.	❑	❑
(vi) Representatives of the Job Corps	• Job Corps Director From the Area or Regional Office Representative	❑	❑
(vii) Other individuals who the chair of the local WIB, in cooperation with the chief elected official, determines to be appropriate	• Local Social Services Commissioner (TANF)	❑	❑
	• Adult Education Director	❑	❑
	• Alternative Education Director	❑	❑
	• One-Stop Career Center Manager	❑	❑
	• Health Department Officials	❑	❑
	• Faith-Based Representatives	❑	❑

How does your Youth Council stack up to the Self Assessment for Youth Council Membership list? While one or two "No" responses may not be a reason for concern, a number of "No" responses do indicate that your Youth Council may be missing the boat. Remember, if you have omitted some of the key players, there is no reason why the WIB cannot appoint additional members. Any specific membership quotas or caps on the numbers of members do not bind the Youth Council but try to keep to a manageable size.

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Attachment B: Exercise: Sample Vision Statements

Read the vision statements listed below.
Assess each one as it might apply to your local area.

I. All young people will be safe and happy.

	Excellent	Good	OK	No Way
Identifies Who	❑	❑	❑	❑
States Purpose	❑	❑	❑	❑
Brevity	❑	❑	❑	❑
Clarity	❑	❑	❑	❑
Will Foster "Buy-In"	❑	❑	❑	❑

II. In order to address the youth issue and to reengage students who are dropping out and have dropped out of school, the County will create an effective network of alternative educational opportunities. The purpose of this network is to expeditiously match young people, who are both in and out-of-school, with appropriate and responsive learning options that:

- Promote staying in school,
- Reconnect them to education and life-long learning,
- Facilitate the earning of an educational credential, and
- Prepare them for life as productive and responsible citizens of the County.

The network must be an integrated partnership that includes all of the appropriate public and private providers of education, workforce and supportive services. It must be designed to:

- Achieve 100% participation of young people;
- Be an integral part of the County Public Schools System;
- Provide a variety of flexible options and strategies for improving educational and skill competencies;
- Coordinate other agencies' activities with the network to address all barriers;
- Offer "hands-on" experiential education in areas of labor market growth;
- Emphasize the significance of employment and career development and ensure the involvement of employers;
- Ensure a continuity of contact with caring adults;
- Foster the development of pathways for life-long learning;
- Afford opportunities for leadership development, self-governance and decision-making;
- Create and use consistent and rigorous criteria for ensuring accountability.

	Excellent	Good	OK	No Way
Identifies Who	❑	❑	❑	❑
States Purpose	❑	❑	❑	❑
Brevity	❑	❑	❑	❑
Clarity	❑	❑	❑	❑

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Will Foster "Buy-In"	❑	❑	❑	❑

III. In order to address the youth issues in the County a youth service system must be established and maintained. This system must have the capacity to reengage youth who have dropped out of school or are in danger of leaving school before graduating. The purpose of this system is to expeditiously match young people with appropriate and responsive developmental options that enable them to prepare for successful careers.

The system must be an integrated partnership that includes all of the appropriate public and private providers of education, workforce and supportive services that share a goal of working together to enable all youth to obtain the tools they need to succeed.

	Excellent	Good	OK	No Way
Identifies Who	❑	❑	❑	❑
States Purpose	❑	❑	❑	❑
Brevity	❑	❑	❑	❑
Clarity	❑	❑	❑	❑
Will Foster "Buy-In"	❑	❑	❑	❑

Create your own vision statement:

	Excellent	Good	OK	No Way
Identifies Who	❑	❑	❑	❑
States Purpose	❑	❑	❑	❑
Brevity	❑	❑	❑	❑
Clarity	❑	❑	❑	❑
Will Foster "Buy-In"	❑	❑	❑	❑

Attachment C: Data Sources

Census Data - Part 1: As of 2000, the data is extremely dated. We are still working with data from 1990, and more current information will not be available until 2001. Using old data can present problems. Resources could be mistakenly targeted to a community that has gentrified since the last census, while missing one that has been impoverished by a major plant closing. And we must remember that a 19 year old in the 1990 Census is now 29.!.

Program Data: Program databases are designed to reflect the data needs of the specific program. If the goal(s) and objectives of the Youth Council are not the goals/objectives that were established by the program in question, or if the definitions of "success" differ, then their database may be of limited value to the Youth Council

UI Wage records: The UI Wage Records provide quarterly earnings information on most people employed in a State (estimated at about 90% coverage). All states are required to maintain wage record data identified by social security number.

The School "Leavers" report: A report that most school systems maintain that identifies young people who dropped out of school prior to graduation.

The TANF database: Identifies and provide data on young TANF (welfare) recipients.

New Hire Registry: The new welfare reform law required every state to maintain a new hire registry on all employers. The registry provides information on all new hires in a state identified by social security numbers.

College enrollment and performance data: Most states maintain enrollment and performance data on students in their public two and four year colleges. This is an accessible and inexpensive source of information on post-secondary outcomes.

Attachment D: Resource Mapping Sample

Send this out to each service provider in the jurisdiction. Section C represents their perspective.

County Youth Service Provider Survey

A. Organization Information

Organization		Type	Public	Non-Profit	Profit
			❑	❑	❑
Street Address		City		Zip	
Completing Survey		Tel #	( )___-_____		

A.1. Does the organization provide employment and training services for youth ages 16 to 24? Yes (_____) No (_____)

A.2. Approximately what percentage of the organization's services is for youth? _____%

A.3. Estimate the total number of youth who obtain any service each year: _____

A.4. Estimate the total number of youth who obtain work force services each year: _____

A.5. Estimate the total dollars spent on youth services each year: $_____

A.6. Estimate the total dollars spent on work force services for youth each year: $_____

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B. Services Provided:

B.1. Does the organization directly (or via a contract with another service provider) offer any of the services listed?

Work Force Services	Yes	No	%	Support Services	Yes	No	%
Assessment/Testing	❑	❑	____	Child Care	❑	❑	____
Vocational Skills Training	❑	❑	____	Stipends	❑	❑	____
Basic/Remedial Education	❑	❑	____	Transportation	❑	❑	____
English as a 2nd Language	❑	❑	____	Substance Abuse Services	❑	❑	____
Work Experience	❑	❑	____	Mentors	❑	❑	____
On-The-Job Training	❑	❑	____	Family Counseling	❑	❑	____
Life Skills Training	❑	❑	____	Financial Counseling	❑	❑	____
Job Development	❑	❑	____				
Job Club	❑	❑	____	Other/Specify:	❑	❑	____
Job Retention/ Follow-Up	❑	❑	____				
Internship/Try Out Employment	❑	❑	____	Other/Specify:	❑	❑	____
Supported Employment	❑	❑	____				
Other/Specify:	❑	❑	____	Other/Specify:	❑	❑	____

B.2. Is there a waiting list to enter the program or obtain services? Yes ❑ No ❑

B.3. Are there eligibility criteria? Yes ❑ No ❑ If Yes, what are the eligibility criteria for the program?

B.4. How does a young person access the program?

B.5. By percentage, estimate the characteristics of the young people you serve?

Male	____	African American	____	Asian	____	Dropout	____	Employed	____
Female	____	Caucasian	____	Other	____	High School/GED	____	Unem-ployed	____

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Hispanic _____ Post High School _____

C. Ideas About the County Employment and Training System

C.1. Are there major gaps in the County's employment and training services for youth? Yes ❑ No ❑

C.2. If yes, Please specify:

C.3. Do you think that there is any unnecessary duplication of services for youth in the County? Yes ❑ No ❑

C.4. If yes, Please specify:

C.5. What would you do to improve the employment and training services for youth:

Attachment E: Exercise: Do the Goals/Objectives Apply?

Our vision is that all at-risk, out-of-school youth will become self-sufficient by obtaining the education and employment needed for them to support families.

Rate the following goals/objective as to their applicability to the vision.

- A goal or objective that is very applicable would be rated at 100%
- A goal or objective that is germane to the vision would be rated at 50%.
- A goal or objective that could have some impact on the vision would be rated at 25%. and
- Any goal or objective that does not relate to the vision at all would rate at 0%.

Goal/Objectives	Applicability 100%	50%	25%	0%
1. Increase the labor market participation rates for out-of-school youth.	❑	❑	❑	❑
2. Lower the high school dropout rates by 5% per year.	❑	❑	❑	❑
3. Increase the level of high school senior that are from TANF families that attend college.	❑	❑	❑	❑
4. Provide summer jobs to 10%' more junior high school students to assist them from dropping out of school.	❑	❑	❑	❑
5. Provide apprenticeship training to an additional 50 out-of-school youth in the construction trades.	❑	❑	❑	❑
6. Link all youth with caring, adult mentors.	❑	❑	❑	❑
7. Lower the teen pregnancy rate by 10%.	❑	❑	❑	❑
8. Transition 200 young males from jail to jobs with local employers that pay living wages.	❑	❑	❑	❑
9. Increase the percentage of high wage jobs in the community where youth live.	❑	❑	❑	❑
10. Provide a 35% increase in the utilization of the Earned Income Tax Credit.	❑	❑	❑	❑

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Attachment F: The Planning Template

The format for the guide is straightforward. Five topics are listed. By considering and responding to the topics raised in the guide, Youth Councils can begin to focus on major decision points and consider concrete issues that will impact upon the development and/or expansion of an youth service delivery system in their community.

The topics are:

- Identification of the target group(s)
- The Vision
- The Partnership
- Goals and Outcomes -- Short and Long Term
- The Service Needs of Youth --In-School and Out-Of-School

The Youth Council should consider and discuss the topics identified in the guide and develop a response to each one. These responses both provide a framework for the planning process and will assist the Council in identifying what issues they need to address.

Initial Planning Template

Identification of the youth target group(s)

How many young people reside in the area? _____

Are their specific subgroups of youth that warrant specific attention? Yes ❑ No ❑

If yes, complete the matrix below:

Target Group	Age Range	Est #	Specific Characteristics/Barriers

11

The Vision

What is the Council's vision for a youth service system?

Summarize how will the vision be achieved?

The Partnership

Specifically identify the Organizations that are (or should be) a part of the partnership to address youth issue(s).

Partner	What Resources/Services Does the Partner Bring?

Goal and Outcomes -- Short Term

Specifically identify short-term goals and outcomes (6 to 12 months)

Goal	Expected Outcome(s)

Goals and Outcomes -- Long Term

Specifically identify long-term goals and outcomes (1 year +)

Goal	Expected Outcome

The Service Needs of Youth --In-School

List the specific service needs for the in-school youth population.	
#	Service Items

Action Plan for the Service Needs of Youth -- In-School

For each of the items listed above, identify when it will be addressed, who is responsible and what resources will be needed.			
#	Timeline	Responsibility	Resources Needed

The Service Needs of Youth -- Out-of-School

List the specific service needs for the Out-of-School youth target population.	
#	Service Items

Action Plan for the Service Needs of Youth --Out-of-School

For each of the items listed above identify when it will be addressed, who is responsible and what resources will be needed.			
#	Timeline	Responsibility	Resources Needed

Attachment G: Youth Council Staff Estimates

		Your Estimate of Staff Days Needed
1	**WIA Youth Planning Issues**	
	Data collection and analysis	
	Research and report on best practices/policy issues	
	Meetings with LEO Program and Administrative Staff	
	Meetings with providers of services	
	Prepare youth portion of WIA plan	
	Other:	
2	Youth Workforce System's Development and Advocacy Issues	
	Networking with major stakeholder	
	Research and report on best practices/policy issues	
	Data collection and analysis	
	Draft youth portions of the strategic-unified plan/5 year plan	
	Meetings/Networking with state staff	
	Community Meetings on Youth Issues	
	Other:	
3	Selection of Program Providers	
	Develop draft RFP	
	Review proposals for service and provide summaries	
	Other:	
4	Oversight and Performance Monitoring	
	Quarterly data collection and analysis	
	Regular field visits.	
	Prepare semi-annual performance summaries	
	Other:	
5	Council Administration	
	Meeting and Logistics	
	Meetings with Chair	
	Special Work Group Meetings	
	Other:	
6	Miscellaneous	
	Personnel/Time sheets etc	
	Other:	
	Total Estimate Days	
	Divide By 240 To Calculate the # of Full Time Equivalent Staff	

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Attachment H: Sample Youth Council Orientation Agenda

Time	Topic
8:30 AM	Welcome and Introductions
8:40 AM	Background Briefing ➢ What is WIA? ➢ The Youth Activities Under WIA ➢ Performance Measures
11:00 AM	Overview of Our Area ➢ Youth Demographics in the Service Area ➢ The Labor Market ➢ Existing Programs Serving Youth
Noon	Lunch (Rubber Chicken of course)
1:00 PM	The Council's Role ➢ The Roles and Responsibilities of the WIB and Youth Council ➢ The Mission and Scope of the Youth Council
2:00 PM	The Council's Organization ➢ Bylaws? ➢ Subcommittees/Work groups ➢ Oversight Procedures
3:00 PM	Future Meeting Dates and Agenda Topics

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Attachment I: Pocket Guide

Pocket Guide to the Youth Sections in the Workforce Investment Act and Regulations Related To Youth

Law	Topic/Issue
Section 101	Includes Youth Program Specific Definitions
Section 112	State Plan
(112)(b)(18)(A,B,C,D)	Requirements for the Youth Program
Section 117	Local Workforce Investment Councils
(117)(d)(2)(B)	Selection of Youth Providers
(117)(h)(1)	Youth Council Establishment
(117)(h)(2)	Youth Council Membership
(117)(h)(3)	Youth Council Relationship To The Council
(117)(h)(4)	Youth Council Duties
(117)(i)	Alternative Entity
Section 118	Local Plan
(118)(b)(6)	References description and assessment of local youth activities
Section 123	Identification of Eligible Providers of Youth Activities
Section 126	General Authorization – Youth Activities
Section 127	State Allotments
(127)(b)(1)(A)	Youth Opportunity Grants
(127)(b)(1)(B)	Outlying Areas
(127)(b)(1)(C)	States
(127)(b)(2)	Definitions
(127)(b)(3)	Special Rule
(127)(b)(4)	Definition
(127)(c)	Reallotment Requirements and Procedures
Section 128	Within State Allocations
(128)(b)(1)	Methods For Within State Allocations For Youth Activities
(128)(b)(2)(B)	References of Applicable Terms
(128)(b)(2)(A)	Formula Allocation for Youth Activities
(128)(b)(3)	Youth Discretionary Allocation
(128)(b)(4)	Limitation Section
(128)(c)	Reallocation Among Local Areas

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Section 129	Use of Funds for Youth Activities
(129)(a)	Purposes of Section
(129)(b)	Statewide Youth Activities
(129)(b)(2)	Required Statewide Youth Activities
(129)(b)(3)	Allowable Statewide Youth Activities
(129)(c)	Local Elements and Requirements:
(129)(c)(1)	Program Design
(129)(c)(2)	Program Elements
(129)(c)(3)	Additional Requirements
(129)(c)(3)(A)	Information and Referrals
(129)(c)(3)(B)	Applicants Not Meeting Enrollment Requirements
(129)(c)(3)(C)	Involvement In Design and Implementation
(129)(c)(4)	Priority
(129)(c)(4)(A)	30% Funding OSY
(129)(c)(4)(B) – (c)(5)	Exceptions
(129)(c)(6)	Prohibitions
(129)(c)(7)	Linkages
(129)(c)(8)	Volunteers
Section 136	Performance Accountability System
(136)(b)(2)(A)(i)	Core Performance Indicators Youth Age 19-21
(136)(b)(2)(A)(ii)	Core Performance Indicators Youth Age 14-18
Section 137	Authorization of Appropriations
(137)(a)	Youth Activities
Section 169	Youth Opportunity Grants
(169)(a)	Grants
(169)(b)	Use of Funds
(169)(c)	Eligible Local Councils
(169)(d)	Eligible Entities
(169)(e)	Application
(169)(f)	Performance Measures
(169)(g)	Role Model Academy Project

Regulations	Topic/Issue
Section 661	Statewide and local governance of the Workforce Investment System Under Title I of WIA
661.305(a)(3)+(b)	Youth program related roles of the Local Council
661.335	What is a youth council, and relationship to the local Council?
661.340	What are the responsibilities of the youth council?
661.350(a)(7)	Contents of local plan – description and assessment of youth activities in local area

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Section 664	Youth Activities Under Title I of WIA
664.1	Youth Councils
664.2	Eligibility for Youth Services
664.3	Out-of-School Youth
664.4	Youth Program Design, Elements, and Parameters
664.5	Concurrent Enrollment
664.6	Summer Employment Opportunities
664.7	One Stop Services To Youth
664.8	Youth Opportunity Grants
Section 665	Statewide Activities Under Title I of WIA
665.20(b)(4)	List of Eligible Providers of Youth Activities
665.20(b)(g)	Additional Assistance Areas with High Concentrations of Eligible Youth
665.21(h)	Allowable Usage
Section 666	Performance Accountability
666.100(a)(3)(i)	For Eligible Youth 14-18
666.100(a)(3)(ii)	For Eligible Youth 19-21
Section 667	Administrative Provisions
667.100(b)	Youth Fund Availability
667.105 (f)	Youth Opportunity Grants
667.130 (c)	Youth Allocation Formula
667.140 (c)	No Transfer of Youth Funds

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Attachment J: System Status Test

System Status Test

		Possible Points	Yes	No	Points Earned
Leadership					
1	Is there a forum(s) for the discussion of youth workforce development issues?	15	☐	☐	
2	Is there a group of stakeholders that has assumed the leadership role for youth workforce development?	25	☐	☐	
3	Is the employer community involved with or a part of the stakeholders group?	15	☐	☐	
4	If yes to # 2, is that group recognized by the LEO, the school system and other major stakeholders as the leadership group?	20	☐	☐	
5	If yes to # 2, has that group defined its vision statement?	20	☐	☐	
Common Vision and Mission					
6	Is there consensus as to what needs to be done relative to youth among the major stakeholders and the service provider community?	15	☐	☐	
7	Is there an overarching statement of goals and objectives for youth service providers (not contractual goals)?	20	☐	☐	
Integrated and Articulated Service Delivery					
8	Is there a network of effective service providers?	20	☐	☐	
9	Are all major providers part of the network?	25	☐	☐	
10	Are the roles and relationships of the stakeholders formally articulated?	10	☐	☐	
11	Does the network of service providers develop and use individual service strategies for structuring youth services?	20	☐	☐	
12	Is there a common approach used in implementing an individual service strategy?	25	☐	☐	
13	Do the partners provide access to their program services to youth from other programs/organizations?	25	☐	☐	
14	Do the partners share information relative to the youth they serve?	25	☐	☐	
15	Is there a common and shared database for information sharing?	20	☐	☐	
16	Do the partners ever meet to discuss youth service plans?	20	☐	☐	
Accountability					
17	Is there a mechanism for measuring progress towards the accomplishment of the overarching goals and objectives?	25	☐	☐	
	Total Possible	345			
	Your Score				

Just like every good self-improvement magazine test, we have a chart with which to compare your score.

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Score	Rating
300 - 345	Excellent -- Stop reading, it's a waste of your time, you should be writing the guide!
250 - 299	Great System -- Got a lot of good things going! Still some room for improvement though.
200 - 249	Good System -- Solid foundation, but don't stop now!
100 - 199	Starting System -- You have a start, now get in gear and build on it.
50 - 100	Needs Work -- While some of the foundation blocks are in place, your system needs a lot of work.
0 - 49	You Need Help!

Attachment 1: Allocation of Funds

Read the vision and goals then fill out the allocation form on the following page.

The vision of our Youth Council is to provide an effective youth service system that can improve high school graduation rates and assist disadvantaged youth start careers that offer opportunity for high wages and career growth opportunities.

Goal 1: Lower the dropout rate by 15% a year.

Objective A: Provide in-school services that will lower the number of dropouts by 100 per year.

Objective B: Using alternative options, reengage 100 dropouts in educational programs so that they can obtain their high school diploma.

Goal 2: Provide education, training and employment assistance that will assist out-of-school young people who are out of work obtain career-starting jobs.

Objective A: Provide comprehensive services that will enable 150 unemployed youth to obtain jobs at least $1 above minimum wage.

Objective B: Assist 50 young males who are currently incarcerated at the youth detention center to obtain jobs and make the transition from jail to job.

Now, here are some of the factors that will shape the allocation of resources:

Your total allocation of WIA youth funds for Program Year 2000 is 3.2 million dollars (the same level of funds that you received under the JTPA Summer program in 1999). The JTPA summer program was focused on in-school youth who were 14 and 15, economically disadvantaged and considered by the school to be at-risk of dropping out of school. The old JTPA year round program served 40 high school dropouts and was able to assist half of them to obtain a GED and achieved a job placement rate of 70%. In conjunction with the WIB, an allocation of $300,000 of the adults ITA funds have been set-aside for older youth. Your RFP for youth services provided vendors with the opportunity to address both or one of the goals stated above. If the vendor opts to address the out-of-school goal, they are required to take advantage of the adult ITA funds that the WIB has allocated for older youth.

Your performance levels that have been negotiated with the State are:

Younger Youth Skill Attainment Rate: 68%

Younger Youth Diploma or Equivalent Attainment Rate: 35%

Younger Youth Retention Rate: 75%

Older Youth: Entered Employment Rate: 50%

Older Youth: Employment Retention Rate: 65%

Older Youth: Earnings Gain: $1000

Below are responses to your RFP. Indicate which ones you will fund, what level of funds will be allocated to the program and how they will assist the program.

Proposals	Funding Status and Rationale	Funds Allocated
A local CBO submitted a proposal to work with 40 TANF, out of school youth to place them as day care aides at their day care centers. The completion rate will be 75% and placement rates will be 100% of all the youth completing the program and the jobs will be minimum wage but include day care benefits. The cost of the program is $3000 per person.	❑ Fund ❑ Do Not Fund	
The local school system has asked for a million dollars for after school and special support for disadvantaged, in-school high school youth to assist them to stay in school and achieve a high school degree. The program will engage 750 youth and none will dropout of school. 150 will graduate and 50 job placements will be made and another 75 young people who graduate will go on to post-secondary education.	❑ Fund ❑ Do Not Fund	
The community college has submitted a proposal to work with the juvenile justice detention center to provide on-site world of work orientation and career development classes to 100 youth at the center. The juvenile system has the authority to award high school diplomas and 50 of the youth will be credentialed before release. The college will also assist youth get jobs and/or continue at the college upon release. The cost is $4500 per enrolled youth. Twenty-five will get jobs at $1 over minimum wage and 40 will continue on to college if they can obtain grants and loans for support.	❑ Fund ❑ Do Not Fund	

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The Job Service has submitted a program to offer an eight week employment assessment and a job club to 1000 youth. They will also refer youth who need support or other services to the appropriate organization. The placement rate will be 25%, all in jobs that exceed the minimum wage by $1.00. The cost is $250 per enrollee.	❑ Fund ❑ Do Not Fund	
A local CBO and hospital submitted a proposal to enroll and train 75 youth with the expectation of employment for 50 as certified nursing assistants at $2 over minimum wage. The program has an educational component and will also assist 30 enrollees obtain their GED and offers a direct career ladder to the Practical Nurse occupation. The cost of the 26-week program is $8575 per enrollee (due to a weekly stipend of $75).	❑ Fund ❑ Do Not Fund	
A consortium of local agencies has submitted a proposal to provide a six week summer work experience program to 1500 younger (14 and 15) students that also includes an academic enrichment program. The cost of the program, including the wages and fringe costs is $1600 per youth.	❑ Fund ❑ Do Not Fund	
A local private school has proposed to develop a full service program that will train 50 youth high school graduates to be Computer A+ technicians and will place the graduates at $5 over minimum wage and provide the ongoing support to keep them employed following graduation. Only half the class will successfully complete the 15 week course. The tuition cost for the enhanced program is $9500 per youth.	❑ Fund ❑ Do Not Fund	
The adult education department of the local school system has asked for $750,000 dollars for a alternative school program for dropouts that will provide them with a full range of educational and support services leading to a high school diploma and a job paying at least $1 over minimum wage. They project that 80 young people will be engaged in the program during the year and that half of them will successfully complete the program and go on to college.	❑ Fund ❑ Do Not Fund	

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One Suggested Funding Scenario

Proposals	Funding Status and Rationale	Funds Allocated
A local CBO submitted a proposal to work with 40 TANF . . . (Does not fit the program objectives as per wage levels.)	❑ Fund ☑ Do Not Fund	$0
The local school system has asked for a million dollars . . . (Assists the accomplishment of Goal # 1)	☑ Fund ❑ Do Not Fund	$1,000,000
The community college has submitted a proposal to work . . . (Assists the accomplishment of Goal 2 and directly related to Objective B)	☑ Fund ❑ Do Not Fund	$450,000
The Job Service has submitted a program to offer an eight . . . (While cost is good, outcomes are not and the Job Service should be providing this type of service for free!)	❑ Fund ☑ Do Not Fund	$0
A local CBO and hospital submitted a proposal to enroll . . . (Fits the Goals and Objective for the program and while the cost is high, the opportunity is an excellent one.)	☑ Fund ❑ Do Not Fund	$643,125
A consortium of local agencies has submitted a proposal to . . . (Generally fits Goal #1. Have them scale the program back to 600 kids.)	☑ Fund ❑ Do Not Fund	$960,000
A local private school has proposed to develop a full service . . . (Fits the Goals and Objective for the program and while the cost is high, the opportunity is an excellent one. Use the adult funds the WIB has allocated here.)	☑ Fund ❑ Do Not Fund	$475,000
The adult education department of the local school system has . . . (At a cost of $18,750 per success the cost benefit is suspect.)	❑ Fund ☑ Do Not Fund	$0
	Total	$3,528,125

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Attachment 2: Who Are The Youth Partners?

Pick out the most likely organizations to be interested in partnering on youth services. Give a rationale for your decisions.

Partner	Yes?	No?	Why?
The WIA partner.	❑	❑	
The Job Service	❑	❑	
Adult Education and Literacy Provider	❑	❑	
Vocational Rehabilitation	❑	❑	
TANF partner	❑	❑	
Senior Employment Programs	❑	❑	
Career Education under the Perkins Act	❑	❑	
Trade Act Programs	❑	❑	
Veterans Programs	❑	❑	
Community Services Block Grant Employment and Training Programs	❑	❑	
HUD Employment and Training programs	❑	❑	
UI programs.	❑	❑	

Who are other likely youth service providers partners in your area?

_____

_____

_____

_____

Attachment 3: WIA Performance Numerators and Denominators

Younger Youth Skill Attainment Rate	Numerator	Total number of attained basic skills + the number of attained work related skills + number attained occupational skills
	Denominator	Total number of attained basic skills goals + the number of attained work related skills goals + number attained occupational skills goals
Younger Youth Diploma or Equivalent Attainment Rate	Numerator	Number who attained secondary school diploma or equivalent during the quarter
	Denominator	Number who did not attain diploma/equivalent and who exited during the quarter (except those still in secondary school) + number who have attained diploma/equivalent during the quarter
Younger Youth Retention Rate	Numerator	Number of participants found in one of the following in the 3rd quarter after exit: post secondary education, advanced training, employment, military service or qualified apprenticeships
	Denominator	Number of younger youth who exited during the quarter (except those still in secondary school)
Entered Employment Rate	Numerator	Of those who are not employed at registration: the number of individuals who have entered employment by the end of the 1st Qtr. After exit (youth measure excludes those that moved on to post-secondary education or advanced training)
	Denominator	The number of individuals who exit during the quarter (youth measure excludes those that moved on to post-secondary education or advanced training)
Employment Retention Rate	Numerator	Of those who are employed at registration or in 1st Qtr. after exit, the number of individuals who are employed in 3rd Qtr. after exit (youth measure excludes those that moved on to post-secondary education or advanced training)
	Denominator	The number of individuals who exit during the quarter (youth measure excludes those that moved on to post-secondary education or advanced training)
Earnings Change	Numerator	Of those who are employed at registration or in 1st Qtr. after exit (youth measure excludes those that moved on to post-secondary education or advanced training), [Total Post-Program Earnings (earnings in Qtr 2 + Qtr 3 after exit)] Minus [Pre-Program Earnings (earnings in Qtrs 2 + 3 prior to registration)]
	Denominator	number of individuals who exit during the quarter (youth measure excludes those that moved on to post-secondary education or advanced training)
Older Youth Credential Rate	Numerator	The number of older youth who were in employment/post-secondary education/advanced training by the end of the first Qtr. after exit and received a credential by the end of 3rd Qtr. after exit
	Denominator	The number of older youth who exited during the quarter

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Attachment 4: What Factors Applies?

In that the adult measures are only applicable when adult WIA money is used, that is the determining factor as to when the adult parameters apply. Consequently, a number of interesting combinations could arise. Using the same example noted in the Cookbook (page 31), and factoring in that WIA adult funds were used in the program when the youth was placed in a job, try an exercise to determine which of the statements below is true or false.

1. Only the "Younger Youth" performance indicators apply. True ❑ False ❑
2. Both the "Younger Youth" and the "Older Youth" indicators apply.
   True ❑ False ❑
3. Only the Adult performance indicators apply. True ❑ False ❑
4. Both the "Younger Youth" and the adult performance indicators apply.
   True ❑ False ❑
5. They all apply. True ❑ False ❑

Answer Key!

Attachment 5: The 10% Cap Computations

Here is a "typical" local area funding allocation under JTPA and WIA that shows administration.

Fund Source	Allocation	JTPA Admin	WIA Admin
Title II-A	$3,500,000	$700,000	$350,000
Title II-C	$250,000	$50,000	$25,000
Summer Youth	$2,000,000	$300,000	$200,000
Dislocated Worker	$2,750,000	$412,500	$275,000
Totals	$8,500,000	$1,462,500	$850,000

Below is a typical JTPA budget.

	Cost	Admin	Program
WIB Director	$65,000	$65,000	$0
Clerical Staff	$70,000	$70,000	$0
Planning and Council/WIB Staff (1)	$120,000	$120,000	$0
Fiscal/Accounting Staff	$125,000	$125,000	$0
Monitoring Staff (2)	$125,000	$125,000	$0
Field Supervisors	$185,000	$185,000	$0
Central Office Non Personnel Costs			
= 15% of staff costs	$103,500	$103,500	$0
Subcontracts (Allows 5% Admin)	$7,606,500	$380,325	$7,226,175
Audits	$15,000	$15,000	$0
MIS Cost (3)	$85,000	$85,000	$0
Totals	$8,500,000	$1,273,825	$7,226,175

Now lets look how these costs are allocated using the new (and proposed) WIA definitions:

Same Local Area Budget Under WIA			
	Cost	Admin	Program
WIB Director	$65,000	$65,000	$0
Clerical Staff	$70,000	$70,000	$0

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Planning and Council/WIB Staff (1)	$120,000	$60,000	$60,000
Fiscal/Accounting Staff	$125,000	$125,000	$0
Monitoring Staff (2)	$125,000	$62,500	$62,500
Field Supervisors	$185,000	$0	$185,000
Central Office Non Personnel Costs = 15% of staff costs	$103,500	$57,375	$46,125
Subcontracts	$7,606,500	$0	$7,606,500
Audits	$15,000	$15,000	$0
MIS Cost (3)	$85,000	$42,500	$42,500
Totals	$8,500,000	$497,375	$8,002,625

(1) Proposed in draft final regulations -- 50% to Council Support

(2) Monitoring staff track participant outcomes 50% of time

(3) MIS costs are 50% participant tracking and performance related

Attachment I: Effective National Program Models

YouthBuild is a comprehensive youth and community development program that focuses on real-life productivity and simultaneously addresses several core issues facing low-income communities: education, housing, jobs, and leadership development. With support from HUD, private foundations, corporations and local communities, there are now 129 YouthBuild programs across the country. Both YouthBuild and the Youth Conservation and Service Corps (of which there are over 100 programs covering 33 states and the District of Columbia) emphasize important youth development strategies, creating mini-communities within their program framework to counteract the pull of the streets. They both stress visible and constructive activities that add value to the young people involved and to the communities in which they work. Both programs have strong academic components, leading to either a GED or high school diploma in sponsored charter schools with direct connections to community colleges. The Youth Service Corps have recently added a Corps to Career component to emphasize the importance of pathways to post secondary education. Some Youth Service Corps are part of state government, but most are community-based non-profits which perform environmental work and an array of neighborhood revitalization and human service needs. Funding sources are diverse: state, county and municipal appropriations, federal, corporate and fee for service contracts add up to a nationwide total of over 225 million dollars.

The Center for Employment Training (CET) is distinguished by its integrated approach to academic and skill training and unusually strong links to local employers. Their educational emphasis is not linked to an educational credential, but rather to gaining the academic knowledge needed by a particular vocational skill, as articulated by local employers. There are no prerequisites for entry, instruction is individualized and self-paced, the course work is industry focused and competency based, with the focus on employment. CET's flagship site in San Jose, California had an over 25 year track record in building employer confidence, before embarking on national replication with support from the Department of Labor. Obviously the success of this model depends heavily on replicating a high level of employer confidence in local communities across the country.

STRIVE has based its strategy and success on short term 'in-your face' techniques designed to produce attitudinal change, with long term (two year) support after job placement. STRIVE

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candidly admits that its program is not for everyone. Participants must understand that commitment means hard work and those who stay through the early weeks of confrontation do so because they feel they need attitudinal retraining and because they really want to work In this manner, the program engages the participants in their own development. The model can be adjusted to meet the needs of different demographics. Interestingly, almost half the staff are STRIVE graduates. Participants who retain employment for one year are now eligible for skill training to improve their long term prospects for self sufficiency. STRIVE is beginning national replication and has been funded entirely from broad foundation and corporate support.

Quantum Opportunities Program (QOP) developed a structured after school model for in school at risk youth designed to mold the whole person , both academically and developmentally. The overall goal is to increase high school completion and post secondary attainment and program activities span the four years of high school. Working in small groups with a mentor/coordinator, students are exposed to 750 hours of highly structured activities each year, evenly divided into educational opportunities, developmental and cultural enrichment opportunities and community service. The QOP pilot sites were foundation supported; the replication has been funded by the Department of Labor.

Job Corps is the senior member of the group, having opened its first residential center in 1965. Job Corps is a national program, supported by generous congressional appropriations, reaching 1.3 billion dollars in the current fiscal year. There are 115 Job Corps centers across the country, reaching every state with the exception of Wyoming and New Hampshire. Job Corps focuses on 16-24 year old at-risk young adults and through its residential program helps young people develop the personal qualities, academic, social and occupational skills they will need in the workplace. Youth earn stipends, bank a readjustment allowance and receive full medical and dental care. Since the passage of WIA, Job Corps is striving to become a more integral part of local workforce development systems, through participation in the one-stops and membership on Youth Councils. Many communities are beginning to see the benefits of utilizing this rich resource through the process of co-enrollment of youth in a community based program and Job Corps (on a non-residential basis). This strategy has many advantages for many youth who cannot or do not want to participate in a residential program.

What are the lessons learned? First of all, there is no cookie cutter approach to either youth development strategies or comprehensive system building. Success will depend on the quality of the service provider as much as what he proposes to provide. So what should you look for in a

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potential service provider, in addition to their proposing strategies that embody the basic principles we have all agreed upon?

Attachment II: Philadelphia Youth Council